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AN ANALYSIS OF THE TASKS IN SCHOOL SOCIAL WORK AS A BASIS FOR IMPROVED USE OF STAFF. FINAL REPORT.

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The two basic questions investigated in this study were: (1) the function of school social work and its relative importance as defined by social workers, and (2) whether this definition provides a basis for experimentation in assigning responsibilities to social work staff with different levels of training. A comprehensive list of the school social worker's tasks was assembled, and each task was written in behavioral terms to describe an activity. A rating scale was devised for the tasks and given to 254 school social workers. A factor analysis revealed a meaningful structure among school social work tasks. These nine factors emerged: (1) leadership and policy making; (2) casework services to parents and child; (3) clinical treatment for children; (4) educational counseling to parents and child; (5) liaison between family and community agencies; (6) interpreting the child to the teacher; (7) personal service to the teacher; (8) interpreting school social work services; and (9) case load management. (ph)

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February 28, 1968

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# An Analysis of the Tasks in School Social Work

## I. BACKGROUND OF THE STUDY

### Problem

Basic Questions

The study reported here has sought to answer two basic questions: (1) What is the content of the function of school social work and the relative importance of its parts as defined by professional social workers closely related to this field of practice? (2) Does such a definition of function provide a promising basis for experimentation in assigning responsibilities to social work staff with different levels of education or training?

Social workers are being used increasingly in the public schools as one of the groups of noninstructional specialists who help the individual pupil, or groups of pupils, to overcome handicapping obstacles that interfere with learning. Generally, it has been said that the social worker's specific function in the educational setting is to add his professional competence to that of teachers, administrators, and other specialists in helping children and youth with various problems which keep them from achieving appropriate educational goals. The aim is to enable these children to make maximum use of their opportunities to learn and to become contributing members of society.

In view of today's critical shortage of professional social workers and the pressing problems of most school systems, it has become increasingly urgent that the social work profession define more explicitly the nature of its distinct role in the schools. If there is to be maximum use of social work staff and appropriate innovations in school social work service, there is need for a clear and valid identification of the tasks which social workers consider most important for the attainment of social work goals within a school system.

## Impetus for the Study

Two current problems provided the stimulus for this study: (a) unsolved questions in relation to the recruitment and utilization of social work personnel, and (b) disturbing conditions in the public schools today which have bearing upon the nature of an effective school social work service. Each of these will be discussed briefly below.

### Problem of Social Work Manpower

A most compelling problem facing social workers who wish to further the aims of their profession by working within the setting of a public school is one which is increasingly familiar to all who are employed in the field of social welfare: the shortage of manpower to perform the tasks required for attainment of agency objectives. The shortage is not new, although the high degree of concern engendered by it is. Insufficient numbers of trained personnel for the social welfare field have been a continuing problem for at least the past three decades. During that time there have never been adequate numbers of qualified persons for programs already existing or newly created by legislation, to say nothing of additional persons to man programs which communities have wished to inaugurate to improve a system of social services.

Social workers with education in graduate professional schools are especially in short supply in all fields of practice. For example, of the more than 150,000 persons who provide social services in voluntary and public agency programs today, only about one-fourth are graduates of professional schools of social work; the remaining three-fourths have baccalaureate degrees or less and are trained for their jobs, if formally trained at all, through agency in-service programs.[1] Projected estimates of manpower required by 1970 indicate that about 100,000 more social workers with graduate professional education will be needed for the public services alone.[2]

The number of accredited schools of social work has grown considerably, as have the numbers of students accepted for professional education; this trend is expected to continue. Nevertheless, in spite of very substantial achievements in the growth of education for social work, there is little likelihood that graduate schools will be able to meet current and future demands for personnel under the existing two years Master's program.[3]

Many of the areas of social welfare practice, in view of the characteristics of their services and their client population, need social services on a substantial scale. This is true of the public schools, one of the settings for social work practice.

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[1] U. S. Department of Health, Education, and Welfare, Closing the Gap in Social Work Manpower: Report of the Departmental Task Force on Social Work Education and Manpower (Washington, D. C.: U. S. Government Printing Office), November, 1965; Council on Social Work Education and National Association of Social Workers, Your Stake in the Social Work Manpower Crisis, 1966.

[2] Closing the Gap in Social Work Manpower, op. cit., p. 41.

[3] Ernest F. Witte, "The Current Situation and Foreseeable Trends in Social Work Education", Manpower. A Community Responsibility. Arden House Workshop, August 13-16, 1967. New York: National Association of Social Workers, 1968, p. 20.

An Analysis of the Tasks in School Social Work

For the past twenty years, the number of social workers employed in public school systems has increased steadily; even so, the total number has remained far short of the growing demand for them. By 1960, there were about 2300 school social workers, one-third of whom had graduate social work education. By 1964, the total number of social workers on staffs of public schools had grown to almost 3000 with a larger percent professionally prepared by graduate social work education. At that time, on a national average, there was approximately one school social worker for every 14,000 school children. However, these workers were not spread evenly; they were found largely in metropolitan areas, with many school districts having no social work service at all.[1]

Using a conservative estimate as to amount of staff needed for effective school social work service (one social worker to every 2000 school children), by 1970 seven times as many school social workers will be needed as are now available.[2] But these demands do not take into consideration the nature or extent of needed social services for new programs.[3] For example, in addition to the traditional program areas for the application of social work skills in the schools, there are social welfare as well as educational implications in recent legislation such as the Economic Opportunity Act and the Elementary and Secondary Education Act, legislation which focuses directly upon conditions of poverty and disadvantage which affect children's opportunity for education. It is significant that Title I of the Elementary and Secondary Education

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[1] Closing the Gap in Social Work Manpower, op. cit., p. 21

[2] Ibid.

[3] Robert B. Rowen, "Impact of Federal Legislation on School Social Work", Social Work, Vol. 12, No. 2, April 1967, pp. 109-115.

Act specifically calls for ". . . social work services designed to enable and encourage persons to enter, remain in, or re-enter educational programs."[1] In many school systems staff persons with varying titles and kinds and levels of training have been added to carry out social work tasks in relation to the Headstart programs or as school-home coordinators in selected depressed areas.[2]

It is clear that in view of the critical shortage of social work manpower in all of social welfare, new answers to staffing problems must be discovered. In some instances, agencies (including social work staffs in public schools) have recruited workers at both the baccalaureate and graduate level without developing any differential assignment, so that members of a social work staff share much the same responsibilities regardless of education or training. But generally, there has been recognition of the need for new kinds of staff assignments and differential use of various levels of personnel. This has been reflected during the decade of the sixties in numerous ideas, conferences, recommendations, descriptions of trial and error experimentation and planned demonstrations to effect better use of social welfare manpower at all levels of training.[3] All that is being tried in various social welfare settings as an attempt towards better use of limited staff resources is not known, but in any case, it appears that much of it is being carried out without any reporting of systematic assessment of results, thereby limiting movement towards solutions which have wide applicability.

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[1] Report of the Committee on Labor and Public Welfare of the U.S. Senate, "Elementary and Secondary Education Act of 1965", Senate Report No. 146, 89th Congress, 1st Session, April 6, 1965, p. 46.

[2] As one example, see: Pauline R. Coggs and Vivian R. Robinson, "Training Indigenous Community Leaders for Employment in Social Work", Social Casework, Vol. XLVIII, No. 5, (May 1967), pp. 278-281.

[3] For a review and evaluation of many of these efforts, see Robert L. Barker and Thomas L. Briggs, "Trends in the Utilization of Social Work Personnel: An Evaluative Review of the Literature", New York: National Association of Social Workers, 1966. (mimeo)

## School Conditions and Effect Upon Pupils

The second problem area which, along with the social work manpower problem, provided impetus for this study is the existence of certain perturbing conditions in the public schools today--conditions which have bearing upon the nature of an effective school social work service. These unsatisfactory school conditions are reflected in the large numbers of children who do not learn, who drop out of school, or who graduate from high school poorly prepared for an effective transition into either higher education or employment.

For some time professional journals and books, literary journals of opinion, and the newspapers have carried a profusion of articles questioning the quality of education in this country and its appropriateness in the face of the serious social problems which abound today. Chief among these major social ills are (a) lack of jobs for certain groups of youth and heads of families, (b) deplorable housing for large numbers of the population, (c) high rates of delinquency, and (d) a pervading sense among many individuals that they lack the power of self-direction and are subject to the restrictive rules of bureaucracies which limit their daily experiences and those of their children.

As the public has become aware of the anomaly of widespread poverty in the midst of affluence and the social problems growing out of this discrepancy, concern has developed about the ability of the schools, as they are presently functioning, to educate the children of the poor, as well as some of the children of the affluent. This concern has been coupled with a renewed emphasis upon the value to the individual of the capacity for learning, not only to provide tools for future learning, or skills to use in earning a living, but also as an essential ingredient of mental health. Escalona has stated it thus:

> One of the primary ego functions that sustain adaptation, and that provide means of coping with stress and of overcoming obstacles, is the capacity for formal structured learning. . . . The experience of learning, and the perception of the self as one who can learn, generates a sense of the self as an active being, and a sense of the self as the carrier of power and competence. It also makes available a source of pleasure and of satisfaction that is not directly dependent upon the quality of interpersonal relationships. Last, not least, each instance of successful learning makes the world more intelligible.[1]

Modern theories of learning and of the development of intelligence have brought more accurate knowledge about teaching and education which, in turn, has focused attention on conditions within school systems which either enable students to grasp their determining opportunity for education or cause them to be pushed aside and to fail. It is recognized, of course, that the family and the community also contribute very substantially to poor scholastic performance. For example, some children enter school with serious "cultural" deficiencies which complicate the school's teaching function and present obstacles which are difficult to overcome. These children frequently come from homes where housing is seriously inadequate, where there is overcrowding and family instability, where parents rely upon child-rearing patterns which are not conducive to social acceptability in formal situations such as classrooms. These children live in slum ghettos and by the time they come to school have had a dearth of experiences outside of this restricted life. As a consequence they begin their formal schooling with educational handicaps such as inferior visual and auditory discrimination, communication styles which are strange to their teachers, inferior judgment concerning time, numbers and other basic concepts, an unfamiliarity with adults as a source of information and reality testing, lack of experience with books and writing materials, poor impulse control, and a short attention span.

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[1] Sibylle K. Escalona, "Mental Health, The Educational Process and The Schools", American Journal of Orthopsychiatry, Vol. XXXVII, No. 1, (January 1967), p. 2.

However, while acknowledging these obstacles to learning which must be overcome, there has been increasing evidence that it is not only the family and community but also the schools themselves which contribute to the educational failure of many children and youth. Because of certain deficiencies in many school systems, the lacks in large number of children who enter school are not dealt with effectively and their particular life experiences are not built on in a logical and meaningful way. Some of these deleterious school conditions and practices which have bearing upon the nature of an effective school social work service are discussed briefly below.

Racial and economic segregation: One of the continuing, unsolved problems of the schools lies in the fact that although almost fifteen years have passed since the 1954 Supreme Court decision outlawed racial segregation in the public schools, it is still widespread, and has even increased in central cities of major metropolitan areas. As middle and upper income families have moved out of the inner cities, economically segregated groups have remained. The result is that most pupils attend schools composed largely of students like themselves, both racially and economically. One of the major findings of a national study commissioned by Congress in the Civil Rights Act of 1964, and carried out under the auspices of the Office of Education, was that pupil aspirations and achievements are strongly related to the educational backgrounds and performances of other pupils in the same school. Children who attend schools where most of the student achievement is at low levels are more apt to be low in their own achievement than those whose schools have a cross section of pupils and larger numbers of students who achieve at high levels. Non-white or low-income pupils (and they are frequently the same), can be expected to attain higher levels of educational performance if they attend schools with pupils from a cross-section of the population, or schools which are predominantly middle class or white. Furthermore, not only does racial and economic balance in schools increase the achievement of minority group children from homes without much educational strength, but it does this without bringing the more advantaged child down to a lower level. This child's achievement is little different than what it would be in a school composed only of others like himself.[1] If these findings are correct, then to the extent that schools are perpetuated with racial and economic segregation, the probability of low achievement and failure for large numbers of children and youth is increased.

Belief in the limited potential of disadvantaged pupils: In many school systems there is still widespread acceptance of the stereotyped view that most lower income and non-white pupils have limited capabilities, that most are "slow learners", and that not too much can be accomplished as a result. As a consequence of this belief in the limited potential of disadvantaged pupils, which is usually coupled with an expectation that certain school program areas and services will be used by certain groups of students, these pupils frequently are not encouraged to learn very much; academic goals are lowered because it is assumed they are not interested in learning, and the children and youth, responding to this negative perception on the part of school staff, fulfill the substandard performance which is expected of them.[2]

Related to this belief in the limited potential of disadvantaged pupils is the use made in some schools of ability and achievement tests. When these are used as though they were stable measures of innate potentiality, without regard for the extent to which they reflect past learning opportunities and experiences and familiarity with the kind of task and situation, then a particular child's abilities may be underestimated and the expectation for his performance lowered. Or a child may be grouped with other students also judged to be less able and less "ready" for an increase in instructional input, so that he lowers his own expectations for himself and falls further behind in his progress.[1]

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[1] James S. Coleman, et al., Equality of Educational Opportunity, Washington, D.C.: U.S. Government Printing Office, 1966, p. 22, 302.

[2] Walter E. Schafer and Kenneth Polk, "Delinquency and the Schools", Task Force Report: Juvenile Delinquency and Youth Crime. Report on Juvenile Justice and Consultants' Papers. Task Force on Juvenile Delinquency. The President's Commission on Law Enforcement and Administration of Justice. Washington, D.C.: U.S. Government Printing Office, 1967, pp. 236-237.

School practices in relation to control of students' behavior: A major concern of school systems today is the behavior of pupils who violate school rules, and in doing so disrupt the learning process for other children. Through attempts, usually well-intentioned, to control such behavior, many schools have developed faulty practices which fail to alleviate the offending behavior problems. Such practices are based on "the assumption that misbehavior results almost entirely from the motivation or deeper personality system of the child, or from defective family values and relationships." Therefore, to modify this behavior, there must be sanctions or some form of counseling directed toward the individual pupil himself. As a consequence of this way of thinking, "conditions in the school or classroom that help produce so-called 'emotional problems' are almost entirely ignored."[2] Two examples follow of ways in which the school may inadvertently contribute to continued and increased misbehavior.

(a) Labeling of students who show unacceptable behavior in schools is frequent and serves to reinforce the expectation of the school staff and the student himself that such behavior patterns will continue. Some of this labeling is in the form of informal exchanges among staff leading to "reputation diffusion." It is also found in official cumulative records which alert school staff to "trouble", sometimes even before the pupil has appeared, so that misbehavior is then anticipated and suspicions are easily confirmed.[1]

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[1] Ibid., p. 240.

[2] Ibid., p. 251.

(b) School staff frequently have relied upon a process of excluding the deviant student as a means of behavior control. This process may include exclusion from the classroom, suspension, or withdrawal of privileges involving extra-curricular activities, all of which tend to further obstruct the pupil's chance for new experiences and new responses which might "bind the individual into the system and reward him for achievement and conformity."[2]

Among the school's problems in finding better ways to deal with deviant behavior of pupils is the task of co-ordinating the point of view and the actions of the various professionals, within and outside the school, who deal with pupils in trouble. "The psychologist, the speech therapist, the social worker, the attendance officer, the counselor, the principal and the classroom teacher all tend to view the problems of students, education, and misbehavior from different perspectives. Hence, they seek out different types of information and follow varying courses of action. The result is frequent 'atomization' of the school's response to students in trouble."[1] The responsibility for students in trouble may be pushed off from the school to community youth-serving agencies, with insufficient communication between school and community agency and lack of attention to the adaptations which might be made within the school system itself--adaptations which could help the pupil, and others like him, to perform more successfully.

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[1] *Ibid*., p. 252; Robert D. Vinter and Rosemary C. Sarie, "Malperformance in the Public School: A Group Work Approach", *Social Work*, Vol. 10 (January, 1965), pp. 3-13.

[2] Schafer and Polk, *op. cit.*, p. 256.

Community-school distance: Lack of communication between the school and the community it serves, and between the school and the homes of its pupils, is another deleterious school condition which increases the probability of school failure for many children, especially those from low income or minority group homes. Middle class parents, ready to speak for themselves and generally supportive of education, are more often in reasonably comfortable communication with school personnel. But it is different for the parents of poor children. Even though studies show that most low income and minority group parents place a high value on school achievement for their children,[2] they are less able to communicate easily or effectively with school personnel or to offer active support to achool activities. In many schools there have been insufficient attempts to understand the surroundings in which poor children live and the experiences they have, and then to use this information as a base line to extend the horizons of these children. All school personnel need to make greater attempts to know the community's values and interests and the social and economic characteristics of the neighborhoods from which their pupils come. This is especially essential for children in poverty areas, since their parents are often unable to speak for themselves, do not feel at liberty to do so, or are not understood when they do.

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[1] Ibid., pp. 256-257.

[2] Frank Reissman, The Culturally Deprived Child. New York: Harper and Row, Publishers, 1962, p. 10.

Richard A. Cloward and James A. Jones, "Social Class: Educational Attitudes and Participation", in A. Harry Passow, editor, Education in Depressed Areas. New York: Teachers College Press, Columbia University, 1963, p. 203.

Coleman, op. cit., p. 192.

Aspects of school-community distance may be reflected in inappropriate instructional methods and teaching materials which intensify children's feelings of alienation from school and society. Too frequently classroom discussions are held to neutral matters with an avoidance of the pressing real life problems and controversies which greatly concern children and youth. For many secondary level pupils, especially the non-college bound, the irrelevancy of their educational experiences to real life is manifested further by the difficulties they encounter when there are no occupational placement and follow-up services to aid them in the transition from school to the changing world of work.

## Assumptions Underlying the Study

The kind of concerns which have been described provide the focus of the study which follows. This focus reflects a search for an appropriate and effective role for school social workers today as they attempt to help the schools achieve their basic purposes in society, and an identification of ways in which a variety of personnel can be used to carry out this social work role. Two assumptions underlie this study.

## An Analysis of the Tasks in School Social Work

(1) The schools occupy a strategic position in society and in the lives of children and youth. As a social institution, the school is interdependent with other social institutions and functions, some of which also have serious problems, e.g., the family, where it is characterized by instability, the public assistance system, the juvenile court, and the labor market in relation to low income youth. The schools cannot attain their goals independently of the concerns and goals of these other institutions and functions of society. Hence, policy formulation in the schools as it affects pupil welfare is of crucial importance to social workers. A definition of school social work which has viability in today's world cannot reflect a residual view of social welfare, one which uses up its available professional manpower without sufficient attention to the most pressing problems of the school population and the underlying causes and conditions (both within and without the school system) which impinge upon large numbers of unsuccessful school children.

(2) If the school social work role is derived from a definition of function that reflects such crucial conditions and problems within and without the school system, then the appropriate social work role in the schools will not only permit but will also require a differential use of social work personnel at various levels of education and training. Conversely, if the definition of school social work is narrowed, primarily to reflect and meet the needs and abilities of the graduate social worker, then it will be difficult to break through the problem of the growing demand for school social workers in the face of continued insufficient numbers of them who have education at the graduate level.

# II. THE DEVELOPMENT OF SCHOOL SOCIAL WORK

## The Period 1906-30

### The Beginnings

School social work began at about the same time (although independently of the others' efforts) in three cities, New York, Boston, and Hartford, Connecticut during the school year 1906-07. This development originated outside the school system itself, with private agencies and civic organizations in these localities supporting the work until school boards accepted its value and agreed to administer and finance it as an integral part of the school system.

In New York City the influence of the social settlements and of the Public Education Association was strong in the origin and direction of "the visiting teacher" movement. Here, the staff of several settlement houses noted the need for closer cooperation between home and school, particularly in relation to children in the poor sections of the city; under the supervision of settlement representatives, two "visitors" were assigned to three school districts. By the school year 1911-12 seven visitors were employed and more school districts were included in the service. An effort was made to give publicity to the movement and to encourage the Board of Education to take over and extend the service, with the result that in 1913 the Board of Education secured funds to do so.

In Boston, a women's civic club established a home and school visitor in one of the schools for these reasons:

> Lack of understanding between school and home often results in loss, sometimes in serious injustice to the child, but under present conditions it is difficult for busy mothers to visit the school, and the large-sized classes make it almost impossible for teachers to know the homes. To meet this difficulty . . . a social worker . . . has attempted by working in both home and school to bring about greater harmony between the two and so make more effective the education of the child.[1]

Following this, school and home visitors were added in other Boston Districts by settlement houses and other private organizations.

School social work began in Hartford when the Psychological Clinic of that city installed a visiting teacher to work in the Henry Barnard School. The immediate purpose was somewhat different than in New York or in Boston: it was to assist the psychologist in gathering case history material and in carrying out the recommendations of the clinic in relation to medical treatment, school adjustment, or other social services.

The first instance of school social work, established and supported by the school system itself without prior demonstration, occurred in Rochester, New York in 1913. It was explained as:

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[1] Report of the Home and School Visitor, Winthrop School District, Boston, 1908, p. 1, quoted in Julius John Oppenheimer, The Visiting Teacher Movement With Special Reference to Administrative Relationships, New York: Public Education Association of the City of New York, 1924,p.3.

> . . . the first step in an attempt to meet a need of which the school system has been conscious for some time. It is an undisputed fact that in the environment of the child outside of school are to be found forces which will oftentimes thwart the school in its endeavors. . . . The appointment of a visiting teacher is an attempt on the part of the school to meet its responsibility for the whole welfare of the child. . . . Whatever suffering comes for which the home is responsible, comes largely through ignorance and necessity. It will be the function of the visiting teacher to enlighten and aid in relieving. . . . Her aim will be to secure maximum cooperation between the home and the school.[1]

Still another direction in the development of school social work can be noted in the introduction of the school counselor in Philadelphia in 1917 under the sponsorship of the White-Williams Foundation. That organization formerly had been the Magdalen Society, organized in 1800 for the purpose of caring for "delinquent and wayward" girls. Because its work had been largely taken over by public agencies in the city, it surveyed the child welfare and visiting teacher work in New York, Boston, and Chicago in a search for problems where new demonstrations were needed. The focus selected was the study of delinquency in the public schools, and the work was begun with the consent of the school superintendent in the Bureau of Compulsory Education where young people came to get working certificates. Here the activity developed into vocational and education counseling (including all the visiting teacher functions) and was extended into more of the schools and grades of the city. "Scholarship counselors" aided children who were about to drop out of school by supplying scholarships and the necessary followup encouragement. Short training courses were offered for teachers and principals in "School Work in the Schools".[1]

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[1] 56th Report of the Board of Education, Rochester, New York, 1911, 1912, 1913. Quoted in Oppenheimer, op. cit., p. 5.

By 1921, school social work had been expanded into the middle-western states, more often inaugurated by the Board of Education than by private agencies, and it had been introduced into junior and senior high schools. A national professional association had emerged--the National Association of Visiting Teachers.

## Early Influences in the Development of School Social Work

Although the beginnings of school social work in different cities reflected individual circumstances and somewhat different specified purposes, each such introduction of service represented a response to the same changed conditions and new needs within communities. The early twentieth century was characterized by a period of social reform, with new interest centered upon children as individuals and an acknowledgement of the responsibility of society for the development of "the whole child".

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[1] Oppenheimer, op. cit., p. 6.

Indeed, the early twentieth century is referred to in the child welfare literature of that time as "the century of the child". It was the period in which the Juvenile Court was established and mothers' pension legislation passed in many states; the battle for protection of children from exploitive or hazardous work situations was keen; official interest in children emerged at the federal level of government with the first White House Conference on Dependent Children and the establishment of the Children's Bureau.

It was a fertile period for the development of school social work. Among the important influences in its development were: (1) passage of compulsory school attendance laws; (2) new knowledge about individual differences among children and their capacity to respond to improved conditions; and (3) realization of the strategic place of school and education in the lives of children and youth, coupled with concern for the relevancy of education to the child's present and future. Each of these influences will be discussed briefly.

Compulsory Education: As concern spread about the illiteracy of immigrant children, and then the illiteracy of American-born children who were found in factories rather than in schools, attention focused on the child's right to at least a minimum of education and the state's responsibility to secure this for all children. The way in which various social institutions and provisions of society interlock was clearly illustrated by the necessity for concurrent progress in securing child labor legislation and compulsory school attendance statutes. For example, it was noted that children could scarcely realize the benefits of child labor legislation if they were not enabled or required to go to school and were only turned out of the factories into the streets; nor could they effectively be required to go to school if the law permitted them to work.

To secure legislation was not enough; the extent to which it was enforced was crucial to attaining the intended goals for children. Not all parents understood and accepted the importance of education for their children as provided for in new legislation. Lack of sufficiently high wages for the adults in a family increased the wish of parents for their children to be old enough to become wage-earners. Without compulsory birth registration to make children's ages a matter of public record, it was easy for children to claim their "working papers", or "poverty permits", before they were legally of age to do so, and it was common for children to speak of their "real age" and their "working age". Poor enforcement of compulsory school attendance statutes was also aggravated by the lack of sufficient school accommodations in many cities and the existence of "waiting lists". Florence Kelly, in her capacity as chief factory inspector in Illinois, documented in her annual report of 1895 the failure of school authorities in some places to supply facilities for children who were "ready and willing to go to school". For example, "In Alton, while 200 children under 14 years of age were at work in the glass works, there were on the list of applicants for admission to the schools 240 children in excess of the seats provided."[1]

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[1] Edith Abbott and Sophonisba P. Breckinridge, Truancy and Non-Attendance in the Chicago Schools, Appendix III, Documents Relating to the Enforcement of Child Labor and Compulsory Education Laws in Illinois, Extracts from the Third Annual Report of the Factory Inspectors of Illinois, 1895, Chicago: The University of Chicago Press, 1917, p. 423.

## An Analysis of the Tasks in School Social Work

Social workers in settlement houses, having worked for the passage of compulsory school attendance laws, turned their attention to the lack of enforcement. For example, Henry Street Settlement cooperated with the Department of Health which "supplied us with virus points and authority to vaccinate, since no unvaccinated child could be admitted to school."[1]

The lack of effective enforcement of school attendance laws led to such studies as Abbott and Breckinridge's on non-attendance problems in the Chicago schools. This study noted the need for school attendance officers and held that these should be social workers, since the reasons for non-attendance were interwoven with social ills of the community such as poverty, lack of adequate adult wage levels, illiteracy, and ill-health--conditions which existed in many families not known to any social agency and with which the school alone came in contact.

> If, then, there could be a good social worker attached to every school, not only cases of neglect but extreme poverty, sickness, incapacity on the part of the mother of the family, and unfavorable home conditions of many other kinds would be discovered at the earliest possible moment, and if there were in the community agencies for dealing with such cases, their aid could be promptly secured, or, if special forms of need could not be met, the

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[1] Lillian D. Wald, The House on Henry Street, New York: Henry Holt and Company, 1915, p. 114.

> attention of the community could be effectively called to that lack.[1]

Attention to individual differences: As legislatures in various states extended the scope of compulsory education laws, schools were required to provide not only for larger groups of children, but for children of a wider age distribution and a greater range and variety of abilities and interests. Previously, no great concern had existed in most schools in relation to the different or troublesome child; he did not have to attend and could drop out of school without question, or the school could drop him from the rolls since it had no legal responsibility to provide him with education. Compulsory school attendance laws, however, required teachers and other school personnel to look to other fields for understanding of the varying characteristics of the children in their classrooms.

Psychologists were investigating the nature of individual differences and the varying abilities and capacities for response with which school children were equipped. Sociologists were concerned with social and cultural factors in the variations of human behavior and the social rules and cultural values of groups of the population. Social workers in their day-by-day work observed how children and families met stress and how they could be helped to function more effectively when the stress in their situation was alleviated.

As educators moved toward assuming responsibility for the education of the whole child and the development of each child's individual capacities, social workers contributed by helping teachers and other school personnel to understand how forces outside the school affected the child's ability to use the educational opportunity which was provided. In addition, some social workers had ideas about how certain groups of children not in school could be helped to use education, not only by improvements in home conditions, but by adaptations within the school program. For example, a Henry Street Settlement resident was permitted by the New York City Board of Education to form the first class for ungraded pupils, children who "are unequal to the routine classroom because of mental defect." The settlement provided equipment, secured treatment resources in community clinics, and "made every effort to interest members of the School Board and the public generally in this class of children."[1] Materials for lunch were provided and the older girls in the class prepared and served the meals, the first to be provided in the grade schools. "Occasionally the approval of the families would be expressed in extra donations, and in the beginning this sometimes took the form of a bottle of beer. Everyday one pupil was permitted to invite an adult member of his family to the luncheon, which led naturally to an exchange of visits between members of the family and the teacher."[2] From this early experimental class, "a separate department in the public schools was created in 1908, and this yaar (1915) there are 3000 children throughout the city under the care of specially trained teachers who have liberty to adapt the school work to the children's peculiar needs."[3]

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[1] Abbott and Breckinridge, op. cit., p. 241.

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[1] Wald, op. cit., p. 118.

[2] Ibid.

[3] Ibid., p. 120.

## An Analysis of the Tasks in School Social Work

Concern for the relevancy of education to the child's present and future: Social workers of the early twentieth century were keenly aware of the strategic place of school and education in the lives of children and youth and were impressed by the opportunities presented to the school. Sophonisba Breckinridge, addressing the National Education Association in 1914, spoke of the magnitude of the schools' task and the extent to which its importance had gripped the conscience of the community. "To the social worker the school appears as an instrument of almost unlimited possibilities, not only for passing on to the next generation the culture and wisdom of the past, but for testing present social relationships and for securing improvements in social conditions."[1] Her plea was for a closer study of failures of the school and the consequent loss in social well-being, and for a more effective use of the school's opportunity for "simple and natural contacts" with the homes of the community.

At about the same time, other social workers in settlement houses were registering concern about the necessity for the school to relate itself more closely to the present and future lives of its children. For example:

> Intelligent social workers seize opportunities for observation, and almost unconsciously develop methods to meet needs. They see conditions as they are, and become critical of

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[1] Sophonisba Preston Breckinridge, "Some Aspects of the Public School From a Social Worker's Point of View", Journal of the Proceedings and Addresses of the National Education Association, July 4-11, 1914, Ann Arbor, Michigan: National Education Association, 1914, p. 45.

> systems as they act and react upon the child or fail to reach him at all.
>
> . . . Where the school fails, it appears to the social workers to do so because it makes education a thing apart,--because it separates its work from all that make up the child's life outside the classroom.[1]

Oppenheimer noted that during the early twentieth century, the influence of the social settlements upon the development of school social work was very strong, "both in respect to the type of methods used and in respect to the development of social centers in the schools."[2] For example, settlement house residents noted the value placed upon education for their children by many of the immigrant poor and the difficulties the children experienced in pursuing their school work. One response was recorded from the Henry Street Settlement in 1907, where study-rooms were set aside so that boys and girls from the crowded tenements could find a quiet, restful place in which to do their work as well as receive some tutoring. Extra reading materials for all ages were provided and additional aids which, in other conditions, would be given by parents or older brothers and sisters. Similar study rooms were then taken over for maintenance by the Board of Education in numerous New York City schools, "'thanks to the example set by the settlement,' the superintendent of the New York school system reported."[3]

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[1] Wald, op. cit., p. 106.

[2] Oppenheimer, op. cit., p. 2.

[3] Wald, op. cit., p. 103.

## An Analysis of the Tasks in School Social Work

Social workers in settlements stated their belief that "the schools in a great city have an additional responsibility, as many of the pupils are deprived of home training because of extreme poverty. . . ."[1] They noted the insufficient numbers of visiting teachers to bring school and home together, and observed that the methods of the schools "never seemed to us sufficiently related to the home conditions of vast numbers of the city's population."[2] One attempt to bridge the gap and influence the schools was the establishment of "Housekeeping Centers".

> A flat was rented in a typical Henry Street tenement. Intelligence and taste were exercized in equipping it inexpensively and with furniture that required the least possible labor to keep it free from dirt and vermin. Classes were formed to teach housekeeping in its every detail, using nothing which the people themselves could not procure,--a tiny bathroom, a gas stove, no "model" tubs, but such as the landlord provided for washing. Cleaning, disinfecting, actual purchasing of supplies in the shops of the neighborhood, household accounts, nursing, all the elements of home-keeping, were systematically taught.[3]

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[1] *Ibid*., pp. 109-110.

[2] *Ibid*., p. 107.

[3] *Ibid*., p. 108.

The report went on to note the hope that when schools fully realized that "education is preparation for life," such a center might be attached to every public school.[1]

## Early Definition of School Social Work

At the annual meeting of the National Conference of Charities and Correction in 1916, the general subject for the program of the Children's Committee was "Public Education and Social Service". The author of one paper undertook to define the tasks of the visiting teacher. Data had been obtained from a questionnaire sent to a number of cities, and the results showed considerable uniformity in organization, type of work, and method. One general aim emerged: the adjustment of those difficulties in the lives of individual children that retard the child's development and school progress. This aim was seen as resolving itself into two phases of work:

> The first is interpreting to the school the child's out-of-school life; supplementing the teacher's knowledge of the child . . . so that she may be able to teach the whole child, . . . assisting the school to know the life of a neighborhood, in order that it may train the children for the life to which they look forward.

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[1] _Ibid_., p. 109.

> Secondly, the visiting teacher interprets to the parents the demands of the school and explains the peculiar difficulties and needs of the child.[1]

## Expansion in the Twenties: Emphasis Upon Strategic Position of Schools

School social work underwent a rapid expansion in the 1920's due in large part to a series of three-year demonstrations in various communities under the auspices of the Commonwealth Fund. After a consideration of different promising activities in the field of child welfare, the Fund undertook a program for the Prevention of Delinquency in 1921. In developing the program it was emphasized that "the visiting teacher does preventive work in the field of children's maladjustments, including juvenile delinquency, that the school holds the strategic position in regard to child welfare work, and that sound social case work is valuable in making the work of the school more effective."[2] Consequently, among other activities in relation to delinquency prevention, the Commonwealth Fund placed thirty visiting teachers in as many communities comprising both rural and urban areas.[1] Boards of Education responded by establishing visiting teacher positions in other communities. The National Association of Visiting Teachers, in turn, grew stronger in numbers and increased its efforts to establish high standards of work among its members.

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[1] Jane F. Culbert, "Visiting Teachers and Their Activities", Proceedings of the National Conference of Charities and Correction. Chicago: The Hildmann Printing Company, 1916, p. 595.

[2] Annual Report, 1922, Commonwealth Fund, January, 1923. Quoted in Oppenheimer, op. cit., pp. 10-11.

The literature of the early 20's continued to emphasize the significant role of the schools in the lives of children and the school as "the strategic center of child welfare work."[2] For example, the Proceedings of the National Conference of Social Work in 1923 carried a group of papers given in Division Meetings on the subject of "The School". One typical excerpt is as follows:

> Knowing its power and influence in the community because of its authority over the child and hence its open sesame to the family, the school should seek for assistance through every avenue of science and service to remedy the ills of childhood

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[1] Commonwealth Fund demonstrations were carried out in these thirty communities: Birmingham, Alabama; Bluefield, West Virginia; Burlington, Vermont; Columbus, Georgia; Detroit, Michigan; Durham, North Carolina; Hutchinson, Kansas; Huron County, Ohio; Kalamazoo, Michigan; Lincoln, Nebraska; Monmouth County, New Jersey; Richmond, Virginia; Rochester, Pennsylvania; Sioux City, Iowa; Sioux Falls, South Dakota; Warren, Ohio; Coatesville, Pennsylvania; Omaha, Nebraska; Charlotte, North Carolina; Chisholm, Minnesota; San Diego, California; Rock Springs, Wyoming; Racine, Wisconsin; Berkeley, California; Butte, Montana, (later transferred to Winona, Minnesota); Eugene, Oregon, (later transferred to Portland,Oregon); Tucson, Arizona; Tulsa, Oklahoma; Pocatello, Idaho; Boone County,Missouri. In twenty-five of the communities the Boards of Education continued the work after the completion of the demonstration.

[2] Oppenheimer, op. cit., p. 28.

> and manhood. These menaces and ills disclose themselves in the school more quickly and concretely than anywhere else. . . . But working together the social worker and the teacher will come to an appreciation of the school's strategic position in the community because of its hold on the child, a position which can be strengthened and clarified by constant interchange of method and practice."[1]

Another author took a less hopeful view and noted: "We have a few visiting teachers, but our school rooms are in almost total ignorance of what goes on in the homes or streets or back alleys of the community." He warned that: "the school occupies a strategic position for holding the mind of childhood to futilities" and for "being able to prevent the development of that freed social intelligence without which civilization has no future." He speculated about needed qualities in school program and organization and what could be accomplished "if our social workers were willing to lose their jobs for the sake of such schools."[2]

### Primary Function Reaffirmed

The principal activity in school social work continued to be home-school-community liaison. Oppenheimer carried out a study to obtain a more detailed list of tasks than had been delineated in the 1916 definition of function. His study method included an analysis of three hundred case reports, checked and expanded after interviews with visiting teachers; it resulted in a list of 32 "core functions of visiting teachers service."[1] An appraisal of the nature of these tasks affirms the emphasis on school-family-community liaison responsibility as the main body of school social work activity. Half of the tasks were helping the child's family to use resources in the community. Examples were: "Advise parents of the community agencies which will aid them in present difficulty." "Refer to and secure the cooperation of relief agencies when the family is in need of help." "Secure the cooperation of recreational agencies, libraries, Big Brothers and Big Sisters, in the prevention of possible delinquency."

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[1] M. Edith Campbell, "The Strategic Position of the School in Programs of Social Work, From the Point of View of the Social Worker", Proceedings of the National Conference of Social Work, 1923, Chicago: University of Chicago Press, 1923, pp. 363-364.

[2] Joseph K. Hart, "The Relations of the School to Social Work", Proceedings of the National Conference of Social Work, 1923, op. cit., pp. 365-370.

An additional eight tasks involved direct work with parents in relation to the child, as for example: "Confer with parents to enlist their cooperation when the child shows signs of falling below the school's standards of scholarship, conduct, etc." "Aid mothers in planning their work so that it will not be a handicap and a burden to children." "Confer with parents in regard to misconduct and endeavor to change the child's interests or help him to drop bad associates."

Other tasks were concerned with changing school conditions to benefit the child or interpreting the child or his environment to the school personnel. Two examples are: "Secure the psychological examination of children suspected of mental deficiency." "Secure personal and social data for the principal and the teachers which can be utilized in making educational procedure more effective."

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[1] Oppenheimer, op. cit., pp. 121-126.

Clearly missing from the list of core functions were tasks involving a one-to-one ongoing relationship with an individual child to help him with his personal problems. (The visiting teacher did, however, confer sometimes with the child in school, usually at recess, noon, before school, or when he was being examined by the school nurse.) However, the target, on behalf of the child, was the home, school, community, and school conditions which affected him.

One of the important functions of the school social worker, Oppenheimer stated, was to aid in the reorganization of school administration and of school practice.

> It is of great value to the school to have the benefit of the point of view of one who is officially connected with its staff, who is in thorough sympathy with its plans and methods and yet constructively critical toward them; one who adds to this a vision of the outside life and social environment of the children who are its pupils. . . . The visiting teacher who is not constantly bringing in a picture of the needs of individual children as well as the needs of groups of school children loses a rare opportunity to aid in educational progress.[1]

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[1] Ibid., p. 134.

Oppenheimer cited instances of visiting teachers who had realized the opportunity and had been "very active in supplying evidence of unfavorable conditions which underlie school difficulties and in pointing out needed changes."[1]

## Influence of the Mental Hygiene Movement

In addition to the expansion of school social work into more communities, and the re-affirmation of its primary function as one of home-school-community liaison, the literature of the 1920's reflects the beginning of modifications in practice in response to the mental hygiene movement of the time. With the growing number of special personnel into the school (e.g., nurses, psychologists, attendance officers) the social worker was faced with the necessity to relate himself professionally to members of other disciplines and to identify and delimit his specific area of work.[2] The growing recognition of individual differences among children, and interest on the part of the mental hygienists in understanding behavior problems led to increased effort on the part of visiting teachers to develop techniques for the prevention of social maladjustments. References can be found in the literature of the day to the newly recognized importance of understanding the emotional reactions of the child to his experiences in school. Mental hygiene clinics were established in different schools and the social worker began to assist in the diagnosis and treatment of "nervous" and "difficult" children.

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[1] *Ibid.*, p. 135.

[2] Howard W. Nudd, *The Purpose and Scope of Visiting Teacher Work*, New York: The Commonwealth Fund, 1925, pp. 10-12.

An Analysis of the Tasks in School Social Work

Although warning against considering a mental hygiene program of the school as primarily a psychiatric service with the visiting teacher serving as an adjunct to the clinic, Jessie Taft wrote:

> The only practical and effective way to increase the mental health of a nation is through its school system. Homes are too inaccessible. The school has the time of the child and the power to do the job. It is for us who represent mental hygiene and its application through social casework to help the school and the teacher to see their vital responsibility for an education which shall mean the personal adjustment of the individual through the activities of the group.[1]

## Summary of Period 1906-1930

School social work began through the efforts of private agencies and civic organizations during the social reform period of the early twentieth century. Although individual in various aspects of its origin, each early instance of the introduction of social work into the schools represented a response to certain influences: The passage of compulsory school attendance laws, new knowledge about individual differences among children and their capacities to respond to improved conditions, and realization of the strategic place of school and education in the lives of children and youth, coupled with concern for the relevance of education to the child's present and future.

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[1] Jessie Taft, "The Relation of the School to the Mental Health of the Average Child", Proceedings of the National Conference of Social Work, 1923, op. cit., p. 398.

Social settlements contributed significantly to the development of the early methods of school social work, with the earliest function seen primarily as one of home-school-community liaison. This continued to be the principal focus of school social work throughout most of the 1920's. During this decade, however, certain modifications in practice can be noted as a response to the mental hygiene movement of the time. Social work increased its efforts to develop and define its own method of social case work in the schools, and school social workers began to turn more attention to work with the individual maladjusted child at school, in addition to their traditional work with others in the child's behalf--at home, in school, and in the community.

## The Period 1930--1960

### Shifting Goals in School Social Work in the Thirties

The depression of the thirties retarded the growth of school social work, as it did the development of all programs of children's social services. Visiting teacher services in many communities were either abolished or seriously cut back in volume in the schools' efforts to remain solvent.[1]

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[1] C. W. Areson, "Status of Children's Work in the United States", Proceedings of the National Conference of Social Work, 1933, Chicago: University of Chicago Press, 1933, pp. 91-103.

In addition, the daily activity of school social workers was affected by the changed conditions when the schools, "panicky about the physical needs of their pupils, urged visiting teachers to set about supplying these, with the result that in some locations there was little time for actual case work, since hot lunches, clothing shops, and other endeavors were engaging their attention."[1] As the "emergency" lengthened, however, and federal programs were introduced into communities to provide relief to families, school social workers turned their attention to case work with individual children, with attempts to understand the "total personality" of the child, to refine the nature of the relationship established with the child or school personnel, and to "accept and understand themselves before attempting to help others in their acceptance and understanding of themselves and the social order in which they are to live."[2]

In selecting cases for service, priority shifted from the dependent and delinquent child; concern was expressed that programs "for the prevention of delinquency", as had been the goal of the Commonwealth Fund demonstrations, "stigmatized and therefore negated many possibilities for constructive service."[3] Emphasis was given to the goal of "happy, wholesome childhood for all children", and as a consequence, school social workers attempted to establish their work "in good average or superior school districts in many cities before attempting work in less privileged ones, in order to avoid any stigma and to make it possible to work with children coming from all types of homes."[1]

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[1] Gladys E. Hall, "Changing Concepts in Visiting Teacher Work", Readings in Social Case Work, 1920-1938, Fern Lowry, ed., New York: Columbia University Press, 1939, p. 512, reprinted from Visiting Teachers Bulletin, Sept. 1936.

[2] Ibid.

[3] Ibid., p. 513.

School social workers began to avoid an image of authority or involvement with law-enforcement duties, such as attendance, since such activity was seen as "not without its stigma, which prevents a good working relationship's being established with many children and their parents . . . ."[2]

As members of the social work profession (in schools and other agencies) devoted themselves to the refinement of method and techniques, some leading social workers in the thirties gave warning of the need to see the role and potential of social case work within proper perspective. For example, Charlotte Towle, in discussing casework within the schools noted:

> We are coming not only to recognize the futility of persisting in situations which are beyond the scope of case work help, but to realize also our social responsibility for revealing the inadequacy of social case work in these instances, in order that interest and effort may be directed toward social action. . . . I can imagine

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[1] *Ibid.*

[2] *Ibid.*, pp. 513-514.

> . . . that within the school the visiting teacher frequently is asked to compensate to the child for what the school lacks. Because of the absence of certain educational facilities the child's needs are not being met and the visiting teacher may be asked to take him on as a case work problem because certain behavior has been induced by the school inadequacies. In such instances her responsibility lies in making case work limitations known, and in revealing the educational treatment issue. As case workers, let us cease to be the great pretenders. Case work is not a universal panacea. . . . In this field, as elsewhere, our responsibility as case workers has assumed broad social implications which we cannot ignore.[1]

In another examination of social case work and its proper use in the critical times of the thirties, Bertha Reynolds wrote:

> It is clear that the contribution of social case work is to supplement the best public administration, not to struggle to make up for the mistakes of a poor one. If a faulty school curriculum is

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[1] Charlotte Towle, "Discussion of Miss Hall's Paper", Readings in Social Case Work, 1920-38, op. cit., pp. 525-526, reprinted from Visiting Teachers Bulletin, September, 1936.

> causing every year thousands of school failures, it would be stupid to engage visiting teachers to work individually with the unsuccessful children. Why not change the curriculum and do away with that particular problem at one stroke?[1]

Generally, however, school social workers continued their efforts to insure "as far as possible the development of a well-balanced personality for all children", a challenge which they saw as appropriate both to social work and to education. Emphasis was placed on the social worker in the school as a helping person whose service enabled children to achieve "acceptance and use of familiar school routine", accomplished largely by using interviews "to come close to the real feeling of a child."[2]

In contrast to the statements of the early settlement workers who had urged school social workers to become critical of school systems and conditions as they act and react upon the child, Edith Everett in 1937 emphasized that school social workers should show acceptance of existing school conditions in order:

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[1] Bertha C. Reynolds, "Social Case Work: What Is It? What Is Its Place In The World Today?" Readings in Social Case Work, 1920-38, op. cit., p. 141, reprinted from The Family, December, 1935.

[2] Edith M. Everett, "The Importance of Social Work in a School Program", Helping the Troubled School Child, Grace Lee, ed., New York: National Association of Social Workers, 1959, pp. 52-55, reprinted from The Family, Vol. 19, No. 1 (March, 1938), pp. 3-8.

> . . . to concentrate on helping children to accept them as impersonal and inevitable as the change of seasons and to put their energy into growth rather than dissipate it in fighting or evasion.
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> This should not imply that attendance laws and achievement standards may not--or should not--change. They will, but not through children's fighting them, or social workers' ignoring or criticizing them. The caseworker in the school must accept them, recognizing their value to her not only in the helpful limitation they provide, but equally in the fact that her acceptance affirms her place as an inherent part of the school. Her influence upon their change will be the influence of her service in making schools more aware of individual needs of children, and the ways in which they are failing to provide learning experiences adapted to fit those needs. But this is a by-product, not a reason for social work in the schools.[1]

Everett also apoke against the practice of some visiting teachers who took on a broader community responsibility, outside the field of casework. "My own feeling, as a result of a good many years of experience in connection with a city school system, is that we can be most helpful by limiting our professional responsibility to doing, as well as we humanly can, our casework job within the school itself."[1]

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[1] *Ibid*., p. 57.

Emphasis Upon Casework Service to the Individual Child

With the decade of the forties, school social work began another period of expansion into additional communities as it moved towards its present-day general acceptance as an integral part of school systems. The volume of school social work literature increased markedly[2] and it showed a near unanimity of views from 1940 to at least 1960 about the appropriate function for school social work and the methods and techniques which were employed. If the literature of the period correctly reflects its practice, then a transition was fully completed from an earlier focus on school and neighborhood conditions and social change to a clinical orientation to the personality needs of the individual school child.

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[1] *Ibid*., p. 58.

[2] Many of the articles on school social work in this period were published in the *Bulletin of the National Association of School Social Workers*. This journal was discontinued when that organization became a part of a single professional organization in 1955, the National Association of Social Workers. For representative social work literature of the period see:

Mildred Sikkema, *Report of a Study of School Social Work Practice in Twelve Communities*, New York: American Association of Social Workers, 1953.

Grace Lee, ed., *Helping the Troubled School Child, Selected Readings in School Social Work, 1935-1955*, New York: National Association of Social Workers, 1959.

Virginia Quattlebaum, *School Social Work Practice. Proceedings of the Workshop Held at Lake Forest Academy, Lake Forest, Illinois, July 1-6, 1956, Sponsored by the Committee on Practice, School Social Work Section, National Association of Social Workers*. New York: National Association of Social Workers 1958.

*Social Work in the Schools, Selected Papers*. New York: National Association of Social Workers, 1960.

John C. Nebo, ed., *Administration of School Social Work. Proceedings of the Workshop Held at Lake Forest Academy, Lake Forest, Illinois, July 13-17, 1958, Sponsored by the Committee on Interprofessional Relationships, School Social Work Section, National Association of Social Workers*. New York: National Association of Social Workers, 1960.

It was generally agreed that social casework was the primary method employed and that the emotionally maladjusted child was the target of concern. Smalley described school social work as "a specialized form of social casework. It is identified with and is a part of the program of the public school. It is a method of helping individual children use what the school offers them."[1] A major study of the practice of school social work in twelve communities in 1953 affirmed the emphasis on social casework and noted a range in the concept of casework service from one which attempted to deal primarily with symptoms to one of full study and treatment in a clinical team program.[2] Hourihan, in a study of duties and responsibilities of the visiting teacher in Michigan, recommended limiting work to "those duties and responsibilities which are related to assisting individual emotionally maladjusted children" and, as ways of extending service and making it more effective, giving more attention to referrals to other casework agencies, more consultation with teachers in relation to individual children, and more extensive use of psychiatric consultation.[1]

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[1] Ruth E. Smalley, "School Social Work as a Part of the School Program", in Lee, Helping the Troubled School Child, *op. cit.*, pp. 61-62, reprinted from Education for Victory, April 20, 1944.

[2] Sikkema, *op. cit.*, pp. 20-21.

School social work was carried on primarily through the individual interview, and the casework relationship established thereby was the key to the help offered the child. "It is a relationship within which the child can trust himself to be himself and know that he is accepted as an individual."[2] Weston identified the school social worker's casework philosophy as one of "relationship therapy" in which "the client is helped to identify and screen his feelings about his problems" as a means of deciding what he will do about them.[3] Walker summed up the nature of school social work thus: "In short it involves helping the child to take responsibility for that part of his problem that is appropriately his, helping his parents to feel the same concern felt by the school's personnel for the child's disequilibrium in school, helping parents and children utilize existing community agencies if the need of the child can best be met this way, and helping the schools to individualize the child."[4]

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[1] Joseph P. Hourihan, "The Duties and Responsibilities of the Visiting Teacher", Doctoral Dissertation, Wayne State University, 1952, pp. 165, 169, 172.

[2] Lee, Helping the Troubled School Child, op. cit., p. 10.

[3] Helen E. Weston, "School Social Work 1953", in Lee, Helping the Troubled School Child, op. cit., p. 121, reprinted from the Bulletin of the National Association of Social Workers, Vol. 30, No. 2 (December 1954), pp. 20-30.

[4] Dollie R. Walker, "A Study of Elementary School Teachers' Perceptions and Education of the Role of the School Social Worker." Doctoral Dissertation, University of Pennsylvania, 1963, p. 7.

## An Analysis of the Tasks in School Social Work

The literature of the period was descriptive for the most part, relying upon selected case examples to portray successful work with school children who were causing concern among school personnel because of symptoms ascribed to emotional maladjustment. Sikkema's study, for example, found that in all communities studied, a large proportion of referrals to the school social worker were for behavior or personality problems.[1] This was in contrast to a 1923 study which showed the largest number of referrals were for maladjustment in scholarship and "deficiency in lessons."[2]

Increasingly, direct casework was extended to young children, as school social work emphasized that its service aided in the prevention of more serious disorders. Witmer offered a counterview, however, to the objective of prevention by means of placement of visiting teacher services in the lower school grades:

> Proponents of this point of view hold that many incipient disorders can be recognized and checked by early treatment, and that schools offer the most favorable opportunity for finding the cases and instituting remedial measures. Both theory and experience throw doubt on the soundness of this proposal. After years of research psychiatrists are

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[1] Sikkema, op. cit., p. 24.

[2] Jane Culbert, The Visiting Teacher in the United States. New York: Public Education Association of the City of New York, 1923, p. 28.

> fairly well agreed that the prediction of later mental disorders on the basis of childhood behavior is usually impossible. In addition they maintain that little of benefit to children is to be anticipated from telling teachers and parents that certain types of behavior (excessive shyness, for instance, or reticence in social contact, or tempestuous mood fluctuations) portend future mental disease, for such an expectation on the part of the lay public is itself likely to handicap a child who is having trouble in adjusting to social situations.[1]

Sikkema's study indicated that at least some school social workers were not fully comfortable with their work with young children who had been identified in school as having problems. Reference was made to the "uneasiness and almost fear of the casework relationship with children who are quite young" which was expressed by some workers in the study. "Some trained workers, as well as untrained, find it hard to explain to a child why he is coming, to face with him the fact that a problem exists, and to carry out a casework relationship which can help him to help himself."[2]

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[1] Helen Leland Witmer, Social Work. An Analysis of a Social Institution, New York: Rinehart and Company, Inc., 1942, pp. 360-361.

[2] Sikkema, op. cit., p. 34.

One demonstration of the use of the group work method in direct work with children was reported in 1955. It was undertaken on the assumption that although school social work consisted primarily of casework with children and parents, with concomitant relationships to teachers and others, children might also be helped to resolve some of their problems in interpersonal relationships through use of a selected group experience. The primary objective was to help the child in his relationships to peers and teachers.[1] In addition to this group work demonstration, a limited amount of work was reported by school social workers with parent education groups.[2] Nevertheless, school social work continued essentially as a casework service to children.

## Work With Others in the Child's Behalf

In addition to direct work with school children, school social workers during the forties and fifties continued to include a varying amount of casework with parents in their definition of school social work. The focus in their work with parents was the child at school, and the intent was to help the parents to perceive and share the school's concern for the child and to secure support of the parent for the social worker's activity with the child. Emphasis was placed upon interpreting the child's problem to the parent, handling his feelings about it, relieving tensions in the family situation, enabling the parent to make necessary adjustments in his relationship to his child and to take action in the problem situation in areas which were a parental responsibility. If parents had problems more characteristic of a "family casework responsibility" than a "school social work responsibility", then a referral to a community resource was expected. For the most part, however, no clear criteria emerged for making this differentiation.

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[1] Paul Simon, "Social Group Work in the Schools", The Bulletin of the National Association of School Social Workers, Vol. 31, No. 1 (September 1955), pp. 3-12.

[2] For example, Aline B. Auerbach, "The Special Contribution of the School Social Worker in Work With Parent Groups", in Lee, Helping the Troubled School Child, op. cit., pp. 278-284, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 30, No. 2 (December 1954), pp. 10-19.

There was indication that some school social workers were becoming involved to a greater extent in work with parents and children who displayed attendance problems. While most of the school social work literature focused on the emotional component of individual maladjustment which contributed to non-attendance, with considerable interest in the dynamics of school phobia, there was also some attention to the constructive use of authority with both children and parents in promoting school attendance[1]; and a renewed awareness of authority as a dynamic and a foundation for help.[2]

Frequent mention can be found in the literature of the importance of differentiating the school social worker's role from that of other school personnel. Although never clearly described or documented, there were numerous references to the school social worker's "special competence and skill." In any case, effective working relationships with other school personnel were considered essential to the success of a school social work program.

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[1] Robert C. Taber, "Children Caught in Crosscurrents", in Lee, Helping the Troubled School Child, op. cit., pp. 206-207, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 29, No. 4 (June 1954), pp. 12-21.

[2] Clara B. Bryant, "The Evolution and Broadening Concepts of Attendance Service", in Lee, Helping the Troubled School Child, op. cit., p. 136, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 30, No. 3 (March 1955), pp. 19-29.

Consultation to teachers (interviews with teachers about children whom they might not refer but wished to discuss for different reasons) was stressed increasingly in the forties and fifties. It was used in most instances to interpret children's emotional difficulties and to aid teachers in an early recognition of personality difficulty.[1]

Collaboration with other school personnel in relation to the educational program received some attention in the literature, often to stress the importance of differentiating the casework relationship from the interprofessional relationship, or to clarify how collaboration with other school personnel could be used on behalf of the child and his troubled adjustment. A further view of the potential in collaboration was set forth by Sikkema. While acknowledging that "casework service with children in school and with their parents is the core of the contribution of the school social worker", she stressed an opportunity "through a teamwork relationship--an interprofessional relationship--to help teachers and school administrators implement in the classroom and in school administration a more meaningful understanding of human behavior." She believed that social workers, as members of a school faculty, could go beyond helping school personnel to acquire new understanding of human behavior and could offer unique assistance in helping them to translate this understanding into practice in curriculum-formulation and planning, in the classroom group process, or in school administration.[1] At the same time that this point of view appeared, Poole pointed out in a description of the characteristics of school social work that "the school social worker, as a member of the school staff, also participates with the administration and other staff members in developing the program of the school and in helping to formulate policies and procedures."[2] Examples in the literature of such participation in policy making were infrequent however. Nebo cited one such instance where school social workers were primarily instrumental in changing an unsound administrative practice (allowing uniformed police officers to come to the school and take children to the police station for questioning without the consent of their parents). This change was accomplished after a period of two years through a series of conferences and individual contacts with police and school officials.[3]

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[1] John J. Alderson, "The Specific Content of School Social Work", in Lee, Helping the Troubled School Child, op. cit., p.42-43, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 27, No. 4 (June 1952) pp. 3-13.

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[1] Mildred Sikkema, "An Analysis of the Structure and Practice of School Social Work Today", in Lee, Helping the Troubled School Child, op. cit., p. 98, reprinted from the Social Service Review, Vol. 23, No. 4 (December 1949), pp. 447-453.

[2] Florence Poole, "An Analysis of the Characteristics of School Social Work", in Lee, Helping the Troubled School Child, p. 48, reprinted from Social Service Review, Vol. 23, No. 4 (December 1949), pp. 454-459.

[3] John C. Nebo, "Interpretation of School Social Welfare Services to Educators and Other Professionals Who Serve the Schools", in Lee, Helping the Troubled School Child, op. cit., p. 305, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 30, No. 3 (March 1955), pp. 3-11.

## An Analysis of the Tasks in School Social Work

School social workers traditionally had made referrals of children and families to existing community agencies, and school personnel in the forties and fifties continued to look to them to carry out these tasks. The literature on this activity dealt mainly with the need for interpreting to parents the nature of community resources and the reasons for referral, helping them with their feelings of inadequacy or hostility about the referral, and establishing interagency channels of referral.[1] Wille attempted to specify conditions in cases of apparent neglect which would indicate that a referral for protective services was needed.[2] At the same time, other references indicated that community agencies placed importance on school services as a source of early identification of problems and that lack of clear relationships to schools often hindered effective collaboration on behalf of children and families.[3]

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[1] Clara M. Colteryahn, "Relating School and Community Services", in Lee, Helping the Troubled School Child, op. cit., pp. 385-390, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 26, No. 2 (December 1950) pp. 22-27.

Cordelia Cox, "The Visiting Teacher and Community Resources", in Lee, Helping the Troubled School Child, op. cit., pp. 379-385, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 22, No. 3 (March 1947) pp. 26-32.

Jane Wille, "Cooperative Practice Between Family Service Workers and School Social Workers in Local Communities", The Bulletin of the National Association of School Social Workers, Vol. 30, No. 1 (September 1954) pp. 11-17.

[2] Jane Wille, "The Relation of the School to Protective Services for Children", in Lee, Helping the Troubled School Child, op. cit., pp. 397-404, reprinted from The Bulletin of the National Association of School Social Workers, Vol. 24, No. 4, (June 1949) pp. 19-26.

[3] Elsa Castendyck, "Children's Services in the Community", Social Service Review, Vol. 20, No. 3 (September 1946) pp. 320-332.

Alfred Kahn, Police and Children - A Study of New York City's Juvenile Aid Bureau, Citizen's Committee on Children of New York City, Inc., 1407 Broadway, New York.

School social workers participated in community activities in varying degree. Sikkema found in her study of school social work practice that when they did so, it was usually with PTA groups, talks with parent study groups or civic groups, or to serve as a member of a community agency board. Three significant areas in community planning with which the school was concerned did not appear to have wide participation of school social workers. These were: housing, broad health and welfare programs, and playground or recreational facilities.[1]

## Attention to Deleterious School Conditions

One article in the school social work literature of the fifties stands out as a reflection of concerns over certain school conditions which impinged upon children, a concern which had been characteristic of the early founders of school social work and is an issue again in the 1960's. In a plea for assumption of responsibility for interpreting the problem of attendance to school policy makers, Taber listed certain school conditions which needed to be brought into balance if schools were to help children become responsible. These conditions or practices were as follows: (1) we tend to rob children of their individuality, their most precious possession; (2) we tend to provide education on a mass production and assembly-line basis, with a code of behavior to which children are expected to conform; (3) we sap the vigor of our children by substituting artificiality and inflexibility for vital experiences; (4) our confusion and vacillation over discipline are contagious to children; (5) in spite of strides in developing parent-teacher associations, there are atill too many schools in which parents and teachers have only a restrained or nodding acquaintance.[1]

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[1] Sikkema, Report of a Study of School Social Work Practice in Twelve Communities, op. cit., p. 32.

## Summary of Period 1930-1960

School social work suffered a retrenchment in coverage during the depression of the thirties, but by the early forties, services began to be extended rapidly again to the present-day general acceptance of school social work as an integral part of school systems.

During the thirties there was a continued shift in goals and activities in school social work as social workers continued efforts to define their own method of work in the schools. Attendance work, as well as the earlier focus on delinquency prevention, was given less emphasis and school social workers increased their interest in work with the individual child to help him make use of the existing school environment. By 1940 a transition was fully complete from an earlier focus on school and neighborhood conditions and social change to a clinical orientation to the personality needs of the individual school child. Social casework was the primary method, directed primarily to the emotionally maladjusted child and his parents. The development and use of effective relationships was the essential tool of the school social worker. Except for a few noteworthy references to the potential in collaboration with other school personnel in the area of policy making, and to the existence of school conditions which affected children generally in an adverse way, there was near unanimity in the school social work literature in relation to function and to the resulting proper approach in work with the individual child, his parents, and in consultation to his teacher.

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[1] Taber, op. cit., pp. 203-205.

## The Period 1960-1968

### School Social Work in the Sixties: Changing Goals and Methods

The rapidly expanding youth population, viewed in relation to some of the critical social problems of the sixties, facilitated a shift in direction for school social work. Increasingly, the school was faced with a demand from the community for educational innovations which would reflect the complex characteristics of the community and meet the educational needs of different economic and socio-cultural groups in the school area. School social workers, as part of the school staff, were required to re-assess their particular function within the schools and its applicability to the needs of the present-day school population.

In a major publication by the National Association of Social Workers, Arlien Johnson analyzed the practice of school social work in terms of its contribution to the curriculum of professional schools of social work. She identified certain concepts specific to the practice of social work in the schools and then related these to the education of social workers. In doing so, she focused attention on a consideration of the school as a social institution and on the role of a school social worker as a specialist in the school social system.[1]

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[1] Arlien Johnson, School Social Work, Its Contribution to Professional Education, New York: National Association of Social Workers, 1962.

## An Analysis of the Tasks in School Social Work

Lundberg, in a publication for the Office of Education, concentrated on "school social work in transition", and he noted such evidences of transition as these: (a) an attempt by school social workers to evaluate the appropriate balance between professional time devoted to direct services versus a consultative role with other school staff; (b) increasing attention to group work as a school social work method; (c) concern to find an effective organizational relationship to other pupil personnel services; (d) the effect on school social work programs of education's involvement in seeking solutions to the problem of non-attendance; and (e) awareness of the need for all youth to develop social and economic competencies.[1]

As futther evidence of the quest for more effective approaches to the education of all the school's children and the appropriate role for social work in the schools, a conference was held in 1964 under the sponsorship of the National Association of Social Workers and the Council on Social Work Education to study problems in common between the fields of education and social work. Participants included educators from both fields. The planning committee had recognized that "it was essential to find more effective ways of collaborating between the professions of education and social work if the needs of the many school children who are unable to utilize educational opportunities fully because of social, emotional, and cultural problems are to be met."[2] Attention centered on such matters as the residual and institutional models in social work role and function, the implementation of social work objectives of social habilitation and social restoration, the readiness of the two professions to cooperate in improving educational opportunities for children and youth in disadvantaged areas, the educational preparation of social workers and teachers, and possible constructive solutions to areas of conflict or misunderstanding between the two professions.

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[1] Horace W. Lundberg, ed., School Social Work, A Service of Schools, Washington, D. C.: U. S. Department of Health, Education, and Welfare, Office of Education, OE-31007, Bulletin 1964, No. 15.

[2] Robert H. Beck, ed., Society and the Schools. Communication Challenge to Education and Social Work, New York: National Association of Social Workers, 1965, p. 3.

The sixties also brought attention to the use of additional social work methods in the schools. The emphasis upon school social work as a casework service which had prevailed for at least thirty years began to give way in some school systems to experimentation with new methods of practice to prevent, treat, or control problems of social functioning shown by school children and youth. The NASW Council on Social Work in the Schools established a committee on work with groups in the school setting, and the social work literature began to reflect this new interest in school social work practice. For example, Crowthers spoke for a broader participation by social workers in the schools, one that would utilize an understanding of the behavior of the individual in a group and employ skills in facilitating the helping process through the group setting. She saw important opportunities for school social workers to function as diagnostic observers of pupil behavior in groups, to work with groups of parents or pupils by utilizing basic concepts in relation to the group process, to act as a consultant to teachers to help them understand and use aspects of group behavior, or to act as a group educator with parents.[1]

In a significant progress report of research, Vinter and Sarri described an effective group work approach to such school problems as the tendency of some youth to drop out of school before graduation from high school, underachievement and academic failure among intellectually capable pupils, and conduct of pupils who are disruptive to the classroom or other facets of the school program. The group work which was reported had been aimed toward modifying these kinds of pupil problems and it had involved innovations in group work practice based on a different conception of pupil malperformance. Specifically, malperformance patterns were viewed as "resultants of the interaction of both pupil characteristics and school conditions."[2] The major types of activities undertaken by the school social workers included (a) direct work with pupils; (b) mediation with teachers and other school personnel focused on specific pupils in difficulty; (c) consultation to teachers with attention directed at improvement of classroom patterns, modification of teacher perception, or change in school policy and procedures; and (d) negotiation with families and agencies in the community to resolve a particular problem situation. The researchers' belief that school practices and conditions are a significant factor in malperformance led to certain conclusions about school social work tasks:

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[1] Virginia L. Crowthers, "The School as a Group Setting", Social Work Practice, 1963, Selected Papers, 90th Annual Forum, National Conference on Social Welfare, New York: Columbia University Press, 1963, pp. 70-83 or in: Work With Groups in the School Setting, Lawrence F. Merl, ed., New York: National Association of Social Workers, 1963, pp. 22-34.

[2] Robert D. Vinter and Rosemary C. Sarri, "Malperformance in the Public School: A Group Work Approach", Social Work, Vol. 10, No. 1 January 1965, p. 4.

> It appears essential that social work practitioners must address themselves more fully to the conditions of the school, and not limit their efforts to contacts with pupils. . . . Attempts to help malperforming pupils by treating them in isolation or as though abstracted from the context of school circumstances must be viewed with extreme skepticism. . . .
>
> Because of their close acquaintance with malperforming pupils, and their knowledge of the conditions that impinge on these pupils, social workers in schools occupy a strategic location. They have the opportunity to assist teachers and administrators in identifying those school practices and arrangements that inadvertently contribute to malperformance, and that curtail learning and adjustment. . . .
>
> If the social worker concentrates his energies mainly on helping *some* pupils accommodate to the school, he can do little to ameliorate the patterns that will continue to generate difficulties for many *other* students. . . . It seems important, therefore,

> that the social worker retain dual perspectives, and attempt to resolve problem _situations_ or _processes_: both pupils and school conditions should be targets of his interventive activity. He must find ways of serving specific individuals while simultaneously dealing with the sources of pupil difficulties within the school.[1]

In addition to a growing amount of social work with groups in the school setting, some schools began to incorporate into their social work practice new ways of working with the community. While school social workers had long acknowledged a responsibility for certain aspects of community organization, this had been defined for many years in limited terms, primarily as a means of enhancing the school social workers' casework activities. For example, Nebo had seen school social workers using community organization skills with primary groups (other school personnel, Board of Education, or P.T.A.'s) in ways such as these: interpretation of the school social work function, work with administrators on policies and procedures concerned with the social worker's job, staff conferences on individual children which enhanced knowledge and understanding beyond that of particular children discussed, or service on school committees. Community organization with secondary groups, Nebo said, included such activities as collaboration with other social agencies in relation to mutual clients, service on boards and committees of other community agencies, or work in community groups to which the social worker belonged as a citizen.[1]

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[1] _Ibid_., pp. 12-13.

But with renewed concern about the need for a more effective liaison between school and community in the face of neighborhood and school problems, and with attention by social workers to theory and knowledge from the social sciences which could be utilized in their work, a broader kind of community work based in the school setting and aimed towards increasing the competencies of school children was demonstrated. A statement about the "school-community agent" in the Detroit Public Schools was significantly reminiscent of the early school social work literature when it reflected the interests and influences of the settlement house workers: "The major premise on which the role is based is the principle of educating the 'whole' child. If we are to truly educate the whole child, we must be aware of all the forces that play on the child, all the hours of the day; not just when he is with us in school."[2] In a renewed interpretation of the meaning of "the whole child", school social workers in some schools began to want to know the kind of problems school children were facing at home, the particular cultural and social pressures their parents were attempting to cope with, the relationship of their personal problems to community problems and the functioning of of social institutions in the community. Hourihan described the new community work, as it was taking place in the Detroit Schools, in these terms:

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[1] John C. Nebo, "The School Social Worker as Community Organizer", Social Work, Vol. 8, No. 1 (January 1963), pp. 99-105.

[2] Betty Deshler, "The School-Community Agent in the Detroit Public Schools." Great Cities Project, Detroit Public Schools, February 1965, (mimeo).

> The community social worker not only reports back to the members of the school staff the dynamics of the community and the societal factors operating there, but through the use of his knowledge and skill as a social worker enables the members of the community to ask questions, to raise issues, to restructure those elements of the community that do not effectively meet the needs of children and youth, and to engage in programs provided by and in the school to draw in the community to learn the school resources and to understand better its educational program. The plan for the community worker in the school by the employment of professional social workers is the latest step in implementing the community-school concept which has been theorized by educators and sociologists for many years.[1]

Further, Hourihan forecast that there would be more widespread practice in school social work of this kind of community work as social workers and educators became aware that a totally effective school social work program could not be carried out without such a service. He noted, as well, its applicability to neighborhoods of all income levels, not just the "underprivileged" areas where it had been demonstrated.

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[1] Joseph P. Hourihan, "Social Work in the Schools: New Developments in Theory, Knowledge, and Practice." Prepared for presentation at the NASW 10th Anniversary Symposium on Social Work Practice and Knowledge, Atlantic City, Jew Jersey, May 21-23, 1965. (mimeo)

## An Analysis of the Tasks in School Social Work

Other articles in social work literature pointed up the concern of some school social workers that the "basic conventional assumptions" of school social work needed re-appraisal in order that more effective methods and techniques could be developed to fit the rapidly changing social scene.[1] Concern was expressed that "increased professionalization has tended to produce rigidity" and that school social work might lose inventiveness in the face of social change, new problems, and the need for innovations.[2]

One such innovation in service at a junior high level was described which had utilized effectively within one framework the casework-groupwork-community social work skills of a school social work unit. It was based on an application of the problem-solving method and related directly to the stress which a school was exhibiting at a given time. The first task had been to work with the administration to define the school problems. A decision was made to start where greatest concern was expressed: in this instance, how to help boys and girls who were close to suspension from school. Students were worked with individually and/or in groups, and as concerns which existed around the whole problem area emerged, the school social worker worked with the school administrator to determine more fully the nature of the problem and its causes. The total school climate was assessed in relation to the problem, as well as the home situations of the students, and the role played by the community in the problem situation. Possible interventions were explored and the most feasible ones implemented. An evaluation of the year's work indicated that while the total problem had not been solved, stress for many of the children, and the school personnel as well, had been relieved and suspensions had dropped appreciably during the year.[1]

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[1] Wallace M. Lornell, "Differential Approach to School Social Work", Social Work, Vol. 8, No. 4 (October 1963), pp. 76-80.

[2] Betty L. Welsh, "The Changing Role of the School Social Worker", prepared for working material in use of consultation on the social worker's role in the school, Wayne State University, 1966 (mimeo), p. 3.

Social work and related disciplines in the sixties gave attention to the mental health issues involved in public school education, well illustrated by the theme of the 1967 annual meeting of the American Orthopsychiatric Association--"The Impact of Schools on Human Development: Critical Appraisal of a Social Institution." Escalona, in emphasizing the theme, said that "if specialists in the mental health professions could agree that providing opportunity for successful learning is in and of itself a mental health service, their role in this endeavor might alter from the current pattern."[2] She suggested the following obligations of school social workers and other specialists:

> (1) to work with educators, school administrators and school boards to identify and correct glaring obstacles to learning that exist in ill-equipped, understaffed and otherwise handicapped schools; (2) to join educators in their search for teaching methods most appropriate to different age groups, different subject

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[1] Ibid., pp. 5-8.

[2] Sibylle K. Escalona, "Mental Health, the Educational Process and the Schools", American Journal of Orthopsychiatry, Vol. XXXVII, No. 1 (January 1967), p. 4.

> matter, and children from different cultural backgrounds; (3) to apply our specialized skills to the study of the learning process and its impediments, and on this basis to suggest lines of action that promise to enhance and sustain the educative impact of the school; (4) on the assumption that the caliber of teachers is the single most important factor in making the school a place that positively supports mental health, to participate actively in efforts to improve the effectiveness of teacher training as well as improve teachers' salaries and working conditions.[1]

## Confusion Among Roles of the School Specialists

The school social worker has usually said that he operates as a "team member", working in collaboration with the teacher, principal, and the various other professional persons in the school--e.g., psychologists, guidance workers, nurses, attendance officers. This team, however, has not been as formally structured in composition and role as, for example, the psychiatric team of clinics and hospitals on which the social worker has long served. Findings from research studies during the sixties indicated that there was considerable confusion or disagreement about what activities are appropriate ones for all the various specialists to perform in collaboration with each other.

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[1] Ibid.

For example, Rowen conducted a study in New Jersey to determine the differences in job concept of the function of the school social worker as perceived by school superintendents and the function as performed by school social workers. He found that significant differences existed, and that disagreement or confusion existed in one out of every four tasks performed by the school social worker. The superintendent saw more tasks appropriate to the school social worker's role than most of the social workers performed. Among these were: Investigate the child's home and neighborhood environment; assist in the collection of background material on the child and family for the psychologist when mental retardation is suspected; prepare summaries on cases being transferred to other social agencies; serve on community committees; serve as a resource person for teacher's meetings; secure social and personal data for principals and teachers which will be utilized for making educational procedures more effective.[1]

In a study of role perception of various school specialists--attendance co-ordinators, psychologists, and social workers--Fisher reported that when each specialist was presented a description of a certain school incident and asked to select the person who would usually handle the situation in his school, members of each pupil service group believed that they were more highly involved in the situations presented than anyone else thought they were.[2]

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[1] Robert D. Rowen, "The Function of the Visiting Teacher in the School", Journal of International Association of Pupil Personnel Workers, Vol. IX, No. 3 (June 1965), pp. 3-9.

[2] John K. Fisher, "Role Perceptions and Characteristics of Attendance Co-ordinators, Psychologists, and Social Workers", Journal of International Association of Pupil Personnel Workers, (March 1966), reprinted by Interprofessional Research Commission on Pupil Personnel Services.

## An Analysis of the Tasks in School Social Work

In a further study of role delineation among the guidance professions, Shaw found a substantial core of functions among the professionals which were essentially the same, with a significant overlapping in the functions which school counselors, school social workers, and school psychologists wanted to carry out. Each profession seemed to find it necessary to apply different labels to similar processes and to pre-empt these processes as though unique to that profession. Shaw suggested that the sizable overlapping in function seen in the claims of each of the three professions studied "is partly due to their needs for recognition both within and without the school system, and that it is with respect to 'status' activities that most overlapping will be seen."[1]

That this confusion among roles is not confined within the school itself, but that it is reflected in ineffective working relationships with community agencies is strongly suggested by a study of processes and problems in the referral of maladjusted school children to mental health clinics in Illinois. Anderson found frequent impairment in the usefulness of mental health clinics and school pupils' services. "From the conditions reported in the study, the researcher concludes that troubled children must suffer because of the inability of the professional personnel working in mental health clinics and the schools to cooperate with each other. This study suggests that only the highly motivated child and parent would be willing to blunder through the lack of communication, coordination, understanding and the petty jealousies that existed during the time of the research. Children had to literally cry out or act out before skilled services would be marshalled to focus on their needs."[1]

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[1] Merville C. Shaw, "Role Delineation Among the Guidance Professions", Psychology in the Schools, Vol. IV, No. 1, January 1967, p. 11.

This evidence appears consistent with findings by Jenkins and Sauber in their study of the pre-placement year of children who entered foster care: the schools originated only three percent of the referrals (in contrast to 16 percent which originated with the police), and even when a child's personality or severe neglect was the cause of referral for placement, the schools referred not more than eight percent.[2] Such unresponsiveness to evidences of maladjustment and neglect among school children is another indication of confusion of roles and responsibilities among pupil personnel services, and particularly applies to school social workers who have been expected to act as liaison between community agencies and the schools.

### Summary of Period 1960-1968

Beginning in the sixties, school social work began to reflect a transition to changed goals and new methods of work as a response to the urgent social problems affecting large numbers of school children and youth. This transition was characterized by a new awareness of the school as a social system, a greater readiness of the professions of education and social work to collaborate in behalf of school children who were unable to utilize educational opportunities because of social, emotional, and cultural problems; extension of the social group work method into school social work practice; demonstrations of new approaches to work with the community; and a renewed focus on school social work's responsibility to help modify school conditions and policies which stood as obstacles to successful school experiences for children. There was also evidence, however, of considerable confusion among roles of the various school specialists--a confusion which underscored the responsibility of school social work to clarify its function and to measure it against the critical needs of today's school children.

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[1] Richard John Anderson, "Procedures and Problems in Referring School Children to Mental Health Clinics", Ed.D Dissertation, Illinois State University, 1968, p. 177.

[2] Shirley Jenkins and Mignon Sauber, Paths to Child Placements: Family Situations Prior to Foster Care, New York: Community Council of Greater New York, 1966, p. 73.

# III. METHOD

The method described below was used to answer these two basic questions: (1) What is the content of the function of school social work and the relative importance of its parts, as defined by professional social workers closely related to this field of practice? (2) Does such a definition of function provide a promising basis for experimentation in assigning responsibilities to social work staff with different levels of education and training?

## Identification of Tasks

By means of a survey of the professional literature and consultation with educators and practitioners in the field of school social work, a comprehensive list was assembled of tasks known to be contained in the activity of school social workers, or implied by the professional goals and principles of the fields of education and social work. Each task was then written in behavioral terms to describe a specific activity of school social workers in relation to the child, his parents, teachers, administrators, or other school personnel, as well as community agencies and interests. The list of tasks was studied and revised to eliminate duplication and to insure inclusion of the wide range of activities which are carried out by social workers in different school systems.

## Construction of a Rating Scale

The tasks were translated into a rating scale of 107 items, each item a task of the school social worker. The rating scale underwent a series of revisions as a result of recommendations from consultants, and data from questionnaires which were completed by a small sample of school social work practitioners and students of the Jane Addams Graduate School of Social Work. A copy of the rating scale, as used in the study, is contained in Appendix A.

The scale asked respondents to answer two basic questions in relation to each task. The first question was "How important do you consider the task for the attainment of social work goals within a school system?" Respondents were asked to indicate their opinion using the following classification:

0 -- not important
1 -- slightly important
2 -- moderately important
3 -- very important

The second question asked was "Can the task appropriately be assigned to a person with less than your level of education and professional preparation?" (It was known from the nature of the sample to be used that respondents would have graduate social work education or its equivalent.) Respondents were asked to indicate their opinion, using the following classification:

0 -- not appropriate (should never be assigned to a person with less education than mine)
1 -- occasionally appropriate (occasionally can be assigned to a person with less education than mine)
2 -- frequently appropriate (frequently can be assigned to a person with less education than mine)
3 -- always appropriate (always can be assigned to a person with less education than mine)

This second question was not expected to provide a definitive answer as to which tasks could be performed successfully by persons at lesser levels of training. Such a determination would have to take into account the knowledge and skills appropriate to the tasks and the kind of training the person performing the tasks had received. The question was included in the study in order to determine which tasks professional school social workers are inclined to surrender willingly to "nonprofessional" staff at some lower level of education and training. Such information would provide one obvious and acceptable group of tasks with which to experiment in differential assignment.

## Sample

The compilation of a roster of professional social workers throughout the country who are identified with school social work proved to be a time-consuming procedure since no central registry existed of social workers employed in school systems. Therefore, lists of school social workers were assembled for each of the various states by corresponding with state departments of public instruction, faculty members of graduate schools of social work, and known school social workers in supervisory positions. While this work was time-consuming, the correspondence did appear to generate interest in the study, and it yielded useful suggestions for ways in which to carry out the study most effectively.

Names were secured from 40 states and the District of Columbia. As well as can be ascertained, the lists were complete for 29 states (i.e., contained the names of all social workers employed in public schools). It was partially complete for another six states. Five more states were found to employ a very small number of school social workers--

three persons or less; most of these names were secured. The remaining 10 states not represented in the roster were determined to have no professional school social workers employed.

The roster of school social workers was then checked against the 1966 NASW Directory for each person's membership, as a means of confirming graduate social work education or its equivalent. This procedure resulted in a list of 1456 persons with NASW membership, employed in school social work positions, in 40 states and the District of Columbia.

From this roster of 1456 names, a sample of 368 names (approximately 25 percent) was selected as follows: From the separate state rosters which listed four or more school social workers, every fourth name from the list was drawn; for rosters of states listing three or two school social workers, the second name was drawn; if a state's roster showed only one name, that single name was drawn.

Data collection began December 1, 1966. A follow-up letter was sent on January 13, 1967, to try to increase the percentage of persons in the sample who completed and returned the rating scales. From the original sample of 368 names, questionnaires to 14 persons were returned for lack of a forwarding address. Of the remaining 354 potential respondents, 257 of them (72.5 percent) returned their questionnaires. Nineteen of these were incomplete and these questionnaires were excluded from the analyses. There remained a total of 238 questionnaires for analysis.

## Analysis of the Data

The first data analysed were answers to the question on the rating scale: "How important do you consider the task for the attainment of social work goals within a school system?" Responses to this question were made by 238 persons to each of 107 tasks.

A factor analysis was carried out on the IBM 7094, with program and services furnished by the Research Section of the Statistical Services Unit of the University of Illinois. The method of principal axes analyses was used, the factors and loadings being produced by rotation, using the varimax technique.[1] Chapter IV reports the results of this factor analysis, and the respondents' opinions of the importance of tasks within each factor.

Data from the second part of the questionnaire consisted of responses to the question, "Can the task appropriately be assigned to a person with less than your level of education and professional preparation?" Two hundred thirty eight persons answered the question in relation to each of the 107 tasks on the rating scale. Mean ratings for each item were computed, and comparisons of relative "appropriateness" of task assignments were made within each factor.

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[1] Factor analysis is a statistical method which derives from a large number of specific variables a set of more general "wholes". It assumes that some structure exists among the variables; the aim of the analysis is to group the variables into the fewest possible "wholes" (i.e., factors). The first step is to obtain all possible correlations among the variables. The factors which emerge are the dimensions (i.e., the "wholes") represented within these intercorrelations. A factor, then, is composed of items which are highly correlated; they are more highly correlated with each other than they are with items in any other factor.

The loading of a particular variable represents the extent of that variable's correlation with other variables within that factor. The higher the factor loading for a particular item, the more that item has contributed to the factor and, therefore, the more it directly measures what that factor represents.

After the loadings of all items have been determined and grouped to form factors, the items within a factor are inspected for their psychological meaning or functional unity. The factor can then be identified and a name can be assigned to it.

For a full and more technical description of the method used, see Harry H. Harmon, Modern Factor Analysis, 2nd revised edition, Chicago: The University of Chicago Press, 1967.

## IV. RESULTS

### Description of Factors

The factor analysis revealed a meaningful structure among the school social work tasks. Nine factors emerged. (No task was retained as part of a factor unless it loaded at least .40 on that factor. No factor contained less than five such items.) The nine factors were: Leadership and Policy Making; Casework Service to the Child and His Parents; Clinical Treatment of Children with Emotional Problems; Educational Counseling with the Child and His Parents; Liaison Between the Family and Community Agencies; Interpreting the Child to the Teacher; Personal Service to the Teacher; Interpreting School Social Work Service; and Case Load Management. Before describing their importance, as viewed by school social workers, each factor will be described briefly.

#### Leadership and Policy Making

This factor appears to measure school social work responsibility for professional leadership in relation to the school and community, and service to the school administration in the area of pupil-welfare policy. High loadings were found on certain tasks having to do with the status of the social work and education professions. For example:

| Item No. | | Loading |
|---|---|---|
| 94 | Assists in in-service training of teachers or administrators. | .71 |
| 91 | Publishes new findings and perspectives on social work services in the school setting. | .66 |
| 89 | Works actively to obtain increased salaries and improved working conditions for teachers and other school personnel. | .57 |

High loadings were also found on tasks which delineated these kinds of services to administrators:

| Item No. | | Loading |
|---|---|---|
| 78 | Works with school administrators to examine the symptoms and determine causes of problems in the school system. | .53 |
| 79 | Consults with school administrators in the formation of policies which directly affect the welfare of pupils. | .54 |

Community services appeared in this factor with such items as:

| Item No. | | Loading |
|---|---|---|
| 102 | Accepts responsibilities within a community council or other planning and coordinating group. | .64 |
| 103 | Attends and contributes to meetings of social action groups, aside from professional social work or education organizations. | .43 |

Work with parents was represented by these tasks:

| Item No. | | Loading |
|---|---|---|
| 67 | Plans or conducts educational meetings with groups of parents to increase their knowledge about their children's development, their role as parents, etc. | .50 |
| 68 | Works with groups of parents to organize and channel their concerns about the problems of their school system. | .45 |

### Casework Service to the Child and His Parents

This factor defines a way of offering help to the individual child and his parents in relation to the child's personal problems. The approach is a generally supportive one and the emphasis is upon diagnosis and clarification of the problems with other school personnel and with parents, and work with the child concerning his feelings, attitudes and relationships to adults and other significant persons in his life. Examples of tasks contained in this factor follow:

| Item No. | | Loading |
|---|---|---|
| 27 | Obtains from various school personnel a description of the child's problems and his behavior at school, both in and out of the classroom. | .56 |
| 28 | Obtains from parents information on the child's behavior at home, and his previous development and experiences. | .66 |
| 34 | Obtains psychiatric, psychological, or social casework consultations where problems in diagnosis occur. | .70 |
| 57 | Clarifies with the parents the nature of the child's problems. | .69 |
| 42 | Helps the child develop new attitudes or modify old ones. | .59 |
| 47 | Helps the child to control or express his feelings appropriately. | .63 |
| 61 | Helps parents to see how they contribute to their child's problems (e.g., through their own marital problems, poor home conditions, or by their particular methods of child care). | .51 |
| 62 | Helps parents to see how they contribute to their child's growth (i.e., recognize their own particular strengths as parents). | .62 |
| 46 | Helps the child to understand his relationships to important adults in his life. | .42 |

## Clinical Treatment of Children With Emotional Problems

This factor contains tasks which represent a treatment relationship to the child who has emotional problems. By use of a casework relationship or the group process, the child is helped to gain insight into his emotional problems, to develop his personal goals and values, and to change his behavior in life situations. Work with the child's parents is not represented in this factor. Examples of items with high loadings are as follows:

| Item No. | | Loading |
|---|---|---|
| 26 | Interviews child to determine his feelings and reactions concerning his problems. | .47 |
| 48 | Works with an individual child in a casework relationship. | .77 |
| 49 | Works with groups of children using the group process. | .47 |
| 40 | Helps the child gain insight into his emotional problems. | .55 |
| 41 | Helps the child change his overt behavior in life situations. | .47 |

## Educational Counseling With the Child and His Parents

School social work tasks with high loadings on this factor describe a kind of work with the individual child and his parents which is oriented towards the school's educational function. It utilizes explanation and clarification of the school's social and academic expectations and its authority; it attempts to help parents improve their relationship to the school; and the help to the individual child is in the area of his educational goals and values, and his abilities and interests. Among the tasks with high loadings are these:

| Item No. | | Loading |
|---|---|---|
| 39 | Clarifies the school's social and academic expectations and regulations with the child. | .64 |
| 43 | Helps the child develop his educational goals or values. | .56 |
| 45 | Helps the child understand his abilities and interests. | .41 |
| 64 | Interprets to parents who are ignoring school regulations the nature of the school's authority and its expectations. | .70 |
| 63 | Makes suggestions as to how the parent can improve their relations with the child's teacher and with his school. | .51 |

### Liaison Between the Family and Community Agencies

This factor contains tasks which appear to measure the role of the school social worker acting as a liaison between a child and his parents and the existing community agencies. Emphasis is upon obtaining information about an individual family's functioning or experiences of community agencies in relation to that family, with active support offered to the child and his family in the use of community agencies. The focus is upon the individual child and family and their use of existing community resources. This differs from the "community service" items in the first factor, Leadership and Policy Making, which reflect responsibility for community planning and social change. Examples of tasks which had high loading on this factor are these:

| Item No. | | Loading |
|---|---|---|
| 29 | Obtains from parents information about the family's functioning. | .66 |

| Item No. | | Loading |
|---|---|---|
| 97 | Acts as a liaison between a family and a social agency to insure that, following referral, service gets underway. | .50 |
| 98 | Actively encourages child or family to make maximum use of community resources to which they have been referred, and gives continuing positive support to them in their attempts. | .53 |
| 33 | Obtains information from other agencies who have had experience with child and/or his family. | .45 |

## Interpreting the Child to the Teacher

The school social work tasks which loaded high on this factor are ones which find the social worker acting mainly to help the teacher understand a specific child in relation to the use of school social work service. This factor has not been called consultation with the teacher since the tasks seem designed to facilitate use of school social work service in relation to a particular child, rather than consultation for a broader school purpose.[1] Examples of tasks with high loadings on this factor are these:

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[1] Broader school purposes in consultation to the teacher could include such activities as helping a beginning teacher anticipate the kinds of problems and situations which she may encounter with parents in her school; giving the teacher encouragement, sympathy, and understanding with respect to difficult classroom situations; assessing a child's functioning in relation to the general characteristics of the school; or suggesting ways to utilize peer relationships within the classroom or on the school grounds (all items which loaded less than .40 on any factor).

| Item No. | | Loading |
|---|---|---|
| 4 | Discusses whether the problem is suitable for service. | .47 |
| 5 | Distinguishes between normal and problem behavior in a child. | .40 |
| 6 | Assesses the improvement which can be expected in the child and/or family. | .56 |
| 11 | Helps the teacher recognize possible differences in the values of the child and teacher. | .40 |
| 16 | Offers suggestions concerning how to deal with parents. | .47 |

### Personal Service to the Teacher

Tasks which loaded high on this factor seem closely related to those described above for the factor, Interpreting the Child to the Teacher. These appear to measure activity of the school social worker in relation to a teacher's personal problems as they affect her interactions with a child in her classroom or possibly interfere in other ways with her work. Examples are:

| Item No. | | Loading |
|---|---|---|
| 10 | Discusses with the teacher the nature of her interactions with the child. | .45 |
| 20 | Helps the teacher understand her own personal problems. | .65 |
| 21 | Refers the teacher to a community agency for help with personal problems where the teacher's own difficulties prevent her from being effective in her work. | .71 |
| 22 | Refers the teacher to a community agency for help with her own personal problems, even though they are not interfering with her work. | .65 |

## Interpreting School Social Work Service

The principal aim of tasks which showed high loadings on this factor appears to be to interpret, clarify, and co-ordinate school social work services with other special services within a school system. For example:

| Item No. | | Loading |
|---|---|---|
| 1 | Describes the nature, objectives, and procedures of school social work service. | .50 |
| 69 | Describes to other special service personnel the range of services the social worker is able to provide. | .58 |
| 82 | Clears referrals with teacher and principal when the referral has originated elsewhere. | .42 |
| 71 | Participates on school committees to improve effectiveness of all the special services. | .45 |

## Case Load Management

Tasks which show high loadings on this factor appear to typify fairly routine tasks necessary to an effective and well organized day by day management of a case load. For example:

| Item No. | | Loading |
|---|---|---|
| 84 | Sets up appointments with child, parents, or other appropriate persons. | .64 |
| 83 | Channels information such as referrals, suggestions, and releases to appropriate personnel. | .57 |
| 23 | Reviews the child's cumulative record and takes notes on pertinent information. | .56 |
| 95 | Supplies information to parents about welfare agencies or public health facilities (e.g., location; application procedures; etc.). | .47 |

## Relative Importance of School Social Work Tasks

### Principal Findings Regarding Importance of Tasks

In answer to the question, "How important do you consider the task for the attainment of social work goals within a school system?", the mean rating was computed for each of the 107 items on the scale, as well as the overall mean for each group of items within a factor.[1] Table 1 shows the factor means, ranked from high to low, and the significant differences among these means.

As can be seen from Table 1, school social workers assigned significantly greater importance to the tasks which make up Factor 2, Casework Service to the Child and His Parents, than to the tasks in any other factor. By contrast, the tasks of Factor 1, Leadership and Policy Making, were assigned significantly less importance than any other factor except for Factor 4.[2]

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[1] Appendix B contains a table for each factor showing the variance accounted for by the items in that factor, all the items which loaded .40 or above, and the mean and SD of responses to each item.

[2] Factor 4, Personal Service to the Teacher, was rated of less importance than any other factor. It is being omitted from further discussion of findings because it appears to represent a "rejected" set of tasks--a mixture of items rated lowest in importance and not associated with either of two possibly appropriate factors, Interpreting School Social Work Service or Interpreting the Child to the Teacher. Comments in the margin of questionnaires suggested further that these items in Factor 4 were often believed to be inappropriate for a school social worker's activity.

## TABLE 1

### Rank Order of Factor Means

Ratings were as follows: 0 -- not important; 1 -- slightly important; 2 -- moderately important; 3 -- very important.

| Factor No. | | No. of Tasks | Factor Mean* | S.D. |
|---|---|---|---|---|
| 2 | Casework Service to the Child and His Parents | 13 | 2.90 | .356 |
| 5 | Case Load Management | 7 | 2.73 | .549 |
| 6 | Interpreting School Social Work Service | 8 | 2.72 | .549 |
| 9 | Clinical Treatment of Children With Emotional Problems | 6 | 2.71 | .537 |
| 7 | Liaison Between the Family and Community Agencies | 7 | 2.68 | .541 |
| 8 | Interpreting the Child to the Teacher | 5 | 2.63 | .591 |
| 3 | Educational Counseling With the Child and His Parent | 12 | 2.31 | .834 |
| 1 | Leadership and Policy Making | 18 | 2.20 | .846 |
| 4 | Personal Service to the Teacher | 6 | 1.80 | .981 |

*

*The means of all factors differ significantly from each other ($p < .01$) with these exceptions:

Factor 2 is higher than Factor 1 ($p < .05$)
Factor 5 is higher than Factor 7 ($p < .05$)

The following do not differ significantly from each other:

Factors 5, 6, and 9
Factors 6, 9, and 7
Factors 7 and 8

Further examination of Table 1 shows that Factors 5, 6, 9, 7, and 8 were all rated as significantly higher in importance than Factors 3 and 1. It is of interest to note that these five more highly rated factors all serve to extend or reinforce a definition of school social work which is focused on an individual child, or on his parents in relation to the child and his personal or emotional problems. For example, Factor 5, Case Load Management, and Factor 6, Interpreting School Social Work Service, consist of tasks which support or facilitiate the performance of the kinds of tasks shown in Factor 2; Factor 9, Clinical Treatment of Children with Emotional Problems, represents another way of working with the individual child, in a one-to-one or group treatment relationship; Factor 7, Liaison Between the Family and Community Agencies, contains items relevant to helping families use existing community resources, i.e., an activity which facilitates referrals growing out of work with the individual child and his personal or emotional problems; Factor 8, Interpreting the Child to the Teacher, includes those tasks which, again, reinforce work with the individual child at school in relation to his personal and emotional problems.

Factor 3, Educational Counseling of the Child and His Parents, was significantly lower in importance from all six factors with higher means just described. The counseling tasks which make up this factor are oriented towards the school's educational function, and the work with the child is in relation to his educational goals, values, abilities and interests, rather than his personal or emotional problems.

## Importance of Tasks According to Georgraphical Region

The mean ratings for each factor were computed for seven geographical regions. (These regions were determined according to the groups of states included in attendance at regional NASW institutes.) No significant differences occurred, indicating that the definition of school social work which had emerged from the data analysis was representative of school social workers, regardless of their geographical location.

## Importance of Tasks According to Size of School Systems

Mean ratings for each of the nine factors were computed for four different size school systems. The most outstanding finding contained in these comparisons was that social workers from the largest system rated Factor 3, Educational Counseling with the Child and His Parents, significantly lower than did the social workers in each of the other three size systems. See Table 2 below.

TABLE 2

| Size of System | Mean | S.D. | Difference |
|---|---|---|---|
| 1 = 300 to 3,000 pupils | 2.44 | .498 | |
| 2 = 3,000 to 25,000 pupils | 2.37 | .519 | |
| 3 = 25,000 to 100,000 pupils | 2.28 | .539 | |
| 4 = 100,000 or more pupils | 2.00 | .565 | |
| 1 - 4 | | | .44* |
| 2 - 4 | | | .37* |
| 3 - 4 | | | .28** |

*P <.01
**P <.05

## Summary of Findings Regarding Importance of School Social Work Tasks

School social workers in this study, when asked to rate the importance of 107 representative tasks of school social work for the attainment of social work goals within a school system, formulated a definition of school social work which was focused primarily upon work with the individual child in relation to his emotional problems and his personal adjustment. Service to the child included use of either casework or group work, although case work was rated higher in importance. The goals in work with the individual child were centered on attempts to help him control or express his feelings appropriately, understand his relationships to others, or give him insight into his emotional problems so that he could develop his personal goals or values or develop new attitudes. A principal technique in work with the child was the interview, and its intent was to determine his feelings and reaction concerning his home, his school and his problems.

Work with the child's parents was included when this was necessary to clarify the child's problem or to secure support for the social worker's activity in relation to the individual child.

Consultation with the teacher was defined principally in relation to an individual child and the referral for social work service to him. Omitted from consultation with the teacher were areas of her work related to broader concerns, e.g., use of peer relationships, use of group interaction in the classroom and on the playground, or assessment of children's functioning in relation to the general characteristics of the school in which they are pupils.

Activity with community agencies was defined in ways that support the school social worker's efforts with an individual child--by giving or securing information in order to facilitate referrals, or supporting and encouraging parents to use existing community services to which they had been referred.

School social workers rated as significantly less important those social work tasks which described work with children and their parents in relation to the child's educational problems and the social and academic expectations and regulations of the school.

Among all the tasks of school social work, social workers rated the tasks of Leadership and Policy Making as least important for the attainment of social work goals within the school system. Included were tasks which focus upon professional activity in research, in-service training, publication of new findings and perspectives, and recruitment of social work personnel; also included were work with parents to help them understand and channel their concerns about the problems of their school system, social work activity to bring about improvement of working conditions of school staff, consulting with administrators on the formulation of pupil-welfare policy, and working in the community to bring about new social welfare services or social change.

School social workers in various geographical regions showed a pattern of consistent agreement on the definition of school social work described above; this was also true for social workers from school systems of varying size, except for Factor 3, Educational Counseling with the Child and His Parents, which was rated lower by those in the largest system.

## Assigning School Social Work Tasks to Other Personnel

### Principal Findings

In answer to the question, "Can the task appropriately be assigned to a person with less than your level of education and professional preparation?", the mean rating was compiled for each of the 107 items on the scale, as well as the overall means for each group of items within a factor. Table 3 shows these overall mean ratings.

TABLE 3

Assigning School Social Work Tasks:
Mean Ratings by Factors

Ratings were as follows: 0 -- cannot be assigned; 1 -- occasionally can be assigned; 2 -- frequently can be assigned; 3 -- always can be assigned.

| Factor No. | | Mean | S.D. |
|---|---|---|---|
| 5 | Case Load Management | 1.54 | 1.03 |
| 3 | Educational Counseling With the Child and His Parents | 1.45 | .958 |
| 1 | Leadership and Policy Making | 1.18 | 1.02 |
| 7 | Liaison Between the Family and Community Agencies | 1.13 | 1.03 |
| 6 | Interpreting School Social Work Service | 1.05 | 1.06 |
| 8 | Interpreting the Child to the Teacher | .92 | .931 |
| 2 | Casework Service to the Child and His Parents | .92 | 1.01 |
| 9 | Clinical Treatment of Children With Emotional Problems | .82 | .947 |
| 4 | Personal Service to the Teacher | .78 | .921 |

## An Analysis of the Tasks in School Social Work

The overall factor means reflect a general prevalence of low ratings. (The range of responses for all 107 items was from a high of 2.18 to a low of .39. Only three tasks were rated higher than 2.0.) This is in contrast to the ratings on importance of the tasks, which were generally high. This fact appears to suggest that school social workers are inclined to see most of their activity as quite important and are reluctant to consider the delegation of very much of it. Even the factor, Case Load Management, which contains tasks which received the highest ratings in appropriateness for assignment to someone else, were rated at a level which said they could be delegated less often than "frequently". It will be recalled that this factor contains fairly routine tasks which probably could be rather easily delimited and directed.

Further inspection of Table 3 shows that three factors[1] had mean ratings so low as to indicate that social workers believe the tasks cannot ever be assigned to persons with less professional preparation. These factors (Interpreting the Child to the Teacher, Casework Service to the Child and His Parents, and Clinical Treatment of Children With Emotional Problems), contain the core tasks of the definition of school social work described earlier, which focuses upon work with the individual child in relation to his personal and emotional problems and interpreting the child and his problems to the teacher.

For Factor 1, Leadership and Policy Making, a rank order correlation between the mean ratings on task importance and the mean ratings on task assignability was -.56 ($p < .05$); Therefore, the more a task within this factor was considered to be important, the less willing social workers were to assign it to persons with less than their professional preparation. An inspection of the ratings of importance for this factor shows that relatively high ratings (and thus, those tasks for which social workers probably believe professional education is needed) are those which involve work with school administrators around problems in the school system or the formulation of school policy, interpreting the nature of school social work to community groups, publication of new findings about school social work, assisting with in-service training of teachers or administrators, or giving field work instruction to graduate social work students. Relatively low ratings of importance were given for tasks such as participation in social action groups in the community, working for new programs, participating in community planning councils, and working with groups of parents.

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[1] It will be recalled that Factor 4, Personal Service to the Teacher, was dropped from further discussion of findings (see p.82).

For Factor 7, Liaison Between the Family and Community Agencies, a rank order correlation of -.78 ($10 > p > .05$) was found between ratings of importance and ratings of assignability. Relatively high importance ratings had been given to tasks involved in the process of referral to community agencies (e.g., obtaining information from parents about family functioning to use in referral, or negotiating between agency and family until service gets under way), suggesting that the professional social worker sees these tasks as more appropriate for his own level of professional education, rather than for "non-professionals". Relatively low importance ratings were given to the obtaining of more routine kinds of information for use in referral, or encouraging the family, after referral is effected, to use the agency service.

None of the other factors showed any correlation between mean importance ratings and assignability ratings.

### Summary of Findings Regarding Delegation of Tasks

School social workers showed reluctance to identify tasks which they were willing to assign to persons with less than their level of professional education and training, giving very low ratings to practically all of the 107 tasks. They reserved for themselves responsibilities for performance of casework and group work services to the child and his family in relation to emotional problems and personal adjustment. In addition, they regarded most of the tasks in interpreting school social work service to other school personnel and interpreting an individual child to the teacher as properly their responsibility. For two factors, Leadership and policy Making, and Liaison Between the Family and Community Agencies, they indicated less willingness to delegate those tasks which they had held to be relatively more important. Case Load Management and Educational Counseling to the Child and His Parents consisted of tasks which they sometimes were willing to delegate.

## V. CONCLUSIONS --IMPLICATIONS

### The Basic Questions and the Conclusions

The study which has been reported sought to answer two basic questions. The first of these was "What is the content of the function of school social work and the relative importance of its parts as defined by professional social workers closely related to this field of practice?" This question was answered in Chapter IV. (See Summary of Findings Regarding Importance of School Social Work Tasks, p. 86.) The description of school social work revealed by this study appears to reflect the school social work literature of the 1940's and 1950's, and shows little or no general response to the concerns expressed in both education and social work literature of the 1960's. Much of this more recent literature has been concerned with the educational problems of many unsuccessful school children and youth, the underlying conditions in the school, neighborhood, and community which contribute to their school problems, and new approaches to use in the delivery of services to them.

The second question the study sought to answer was: "Does this definition of function provide a promising basis for experimentation in assigning responsibilities to social work staff with different levels of education or training?" Regrettably, the conclusion must be that it does not. This is true for at least two reasons: (1) The definition reflects a static model within a residual conception of social welfare, one which largely ignores the relationship of the school and its operations to those of other social institutions in the community; this definition commits its professional personnel to use up its resources in providing a limited range of social work services without sufficient attention to the most pressing problems of school children and youth today, problems which would lend themselves to experimentation in design of services and staffing patterns. (2) School social workers are not ready to delegate many of the tasks which they regarded as important in school social work, a finding which is a logical outgrowth of the definition of school social work which they evolved. The general conclusion cited above is supported by the following observations.

### School Social Work as a Residual Service

Leadership and policy making: The definition of school social work which this study reported disregarded the fact that the school, as one of the community's social institutions, is interdependent with other social institutions and functions of the community; one cannot be expected to attain its goals independently of the concerns and goals of another. Increasingly today, in the face of extreme social unrest, the charge is heard that our major social institutions, e.g., law, social welfare, and education, have failed to create and maintain a viable community climate for large parts of the population. The extent to which this is true greatly increases the weight of responsibility upon social workers to meet their full share of responsibility for professional leadership and sound social policy formulation in the community's institutions and programs.

Social workers in the schools serve in one of the most significant of the community's institutions, and they occupy a strategic position for exercising professional leadership within the school and its neighborhoods and community. However, the definition of school social work developed in this study does not support the readiness of school social workers to assume such responsibility and opportunity, evidenced by the relatively low level of importance accorded tasks within the factor, Leadership and Policy Making. Assigning such a minor role to professional leadership activities denies how crucially important it is, to social work in every setting and program, that there be sound curriculum and pupil-welfare policy in the public schools, and that children and youth be enabled to make full use of improved educational resources.

Nor can concern about the low level of importance assigned to tasks of professional leadership be set aside by the statement that most of the school social workers in the study sample were at the worker level, rather than at a supervisory, administrative or consultant level, and consequently have less opportunity for leadership and policy making activity. The study did not ask for opinions as to what activity school social workers are presently engaged in, but how important various activities were considered to be for the attainment of social work goals within the school setting (regardless of who performed these activities.) In addition,all levels of social work staff share responsibility for contributing to social policy formulation and implementation, e.g., by reporting back front line observations and concerns in relation to existing or potential social welfare policy. The minor role assigned by school social workers to professional leadership and policy making activity is hardly consonant with the responsibility which members of a profession are expected to assume. The fact that they are functioning in a secondary setting does not abrogate that responsibility. Social work in the schools is based on an interrelationship of problems and goals between the public school and the institution of social welfare; social work professional resources should not be used in another institution without a share in the formulation of policy which affects the daily welfare and future opportunities and attainments of large numbers of children and youth.

School problems and related conditions: The definition of school social work which this study reported is insufficiently related to the most pressing problems of the school population and the underlying conditions which produce these problems, thus contributing further to a static model of service within a residual conception of social welfare. Examples to support this statement follow: (1) There is increasing recognition in social work and in education of how important it is for children to learn, to experience accomplishment in the social system of the school, and to make a successful transition into employment or higher education. Yet the definition of school social work gave low priority to helping the child and his parents in relation to the child's educational problems (in contrast to his personal or emotional problems) or in relation to the academic and social expectations of the school, or to helping him develop his educational values and goals.

(2) The problems of the child in school were viewed as arising mostly from the child's personal characteristics, or the personal characteristics of his parents and their family functioning. In turn, little recognition was given to the impact of school conditions upon a

pupil or the total set of circumstances within the school which might be related to his poor adjustment. The chief emphasis was on helping the individual child accommodate himself to the existing school situation rather than in attempting to modify patterns within a school's operations which might be generating difficulties for him and for large numbers of other children as well.

(3) School social work favored activities within the community which would assist individual families to use existing resources, especially as this would support the school social work service to the individual child who had personal or emotional problems. In turn, little emphasis was placed upon school social work responsibility for assisting with planned change in a community's organizational pattern of social welfare programs or its distribution of resources.

(4) Work with parents of school children was regarded as important when it enhanced the school social worker's casework activity with the individual child. This might occur by activity which contributed to the social worker's understanding of the child, or the parent's understanding of the social worker's interest and activity in relation to the child, or which helped the parent to improve relationships within the family or use community resources to which referral had been made. However, relatively little importance was accorded school social work activity which was aimed towards channeling back to school administrators knowledge about family, neighborhood, or other cultural influences in the lives of the school's pupils, or towards maintaining a liaison between home and school by making regular visits to parents to reinforce their interest and concern for their children's school life. Furthermore,

work with groups of parents to organize and channel their concerns about the problems of their school system was rated in importance next to the very lowest of all the tasks of school social work.

Differential Use of School Social Work Staff

School social workers indicated a reluctance to delegate to staff persons at lower levels of education and training the tasks which they considered important. This fact appears to reinforce the conclusion that school social work, as presently defined by its members, does not lend itself to experimentation in differential recruitment and use of staff resources. This finding might be interpreted as indicating that school social workers are generally not ready to look for solutions to the profession's crucial problem of manpower. However, it may be that school social workers are not simply unresponsive to the problem; they are undoubtedly also troubled by the shortage of qualified school social work staff, the heavy work loads, and their inability to give full coverage in the services they provide. The observed reluctance to share school social work activity should more probably be seen as a logical concomitant of the particular definition of school social work to which school social workers are committed.

School social workers during the forties and fifties put great professional energy into developing a casework service in the public schools. That in doing so, they gave up the earlier tasks of school-home-community liaison and of bringing about social change in the community is not different from what can be documented in social work practice in other programs during these same years. As school social workers sought to refine their casework service, they developed conviction that their work required "a special competence and skill" and they accepted the traditional view that their forms of social work activity were properly reserved for the graduate social worker. In the face of growing shortages of professional workers and the resulting concern to protect the quality of their service, the tendency probably was to maintain a narrowed range of services--those which the profession had long maintained were the province of the graduate social worker.

Because professional social workers in schools apparently have not responded sufficiently to the community's most pressing problems and to the experimentation and demonstrations of new kinds of service which have gone on in some schools in recent years, they are still in possession of a traditional model of school social work service which has not required them to critically re-examine their staffing pattern.

## Implications for Social Work Practice and Education

It is generally acknowledged that the answer to the social work manpower shortage cannot be only "more graduate social workers". Neither can it be found in an unquestioning acceptance of the need for more training for various levels of staff--acceptance which is given without critical examination of the function for which staff is being provided. Any plan for differential recruitment and use of social work staff must be built around an identification of the core problems of the client group and a re-assessment of the goals of the social work service.

What, then, are some of the implications of this study for the profession of social work and for the practice of social work in the schools?

# An Analysis of the Tasks in School Social Work

## Learning About the Problems

School social workers must begin by accepting responsibility for new learning in relation to the critical times and the urgent social problems which encroach upon the lives of very large numbers of school children and their parents, and upon the lives of school personnel who attempt to serve these school children better. This learning must take place through well-planned in-service training programs as well as by assumption of responsibility on the part of the individual school social worker for his own continued learning and professional development. Some of this learning can be drawn from the increasing literature about the schools and the process of education, and from the social work literature which reflects attempts to re-define needs and find new responses. Other learning will need to occur through active investigation of community conditions and local concerns.

The range of areas for study is wide: Studies or observations which illustrate the irrelevance for children of much of our educational process; the inequalities in educational opportunities; the faulty school practices in relation to behavior control; the benefits which can occur through racial balance in school population; the failure in "integrated" schools where children mingle by assignment but never are together; the lack of real engagement with school on the part of many different groups of children and youth---some in ghetto schools and some in middle and upper income schools; the loss in learning where student voice is not heard and there is no response to the real problems and concerns of pupils; and not to be overlooked, the administrative realities of school organization and management.

It is not only school conditions and practices which need to be studied, but conditions in neighborhoods and in the community as well: The black-white crisis with all its ramifications for the organization and delivery of social welfare services; the effects of rapid technological change upon children, families, neighborhoods, and communities; illustrations of the interlocking success or failure among the various social institutions of a community; the frustration experienced by people who have no appropriate outlet for the expression of their feelings, desires, opinions, opposition or even approval in relation to our existing institutions and services. In other words, all aspects of the rapid course of social change which is all about us provide appropriate and urgent material for new or continued learning on the part of school social workers.

## Reformulation of Goals

As problems and conditions are studied anew, the goals of school social work must be and can be reassessed, with emphasis upon those aims which will aid the school to serve the individual school child better and fulfill the purpose and role of the school as an institution of the community. With goals which meet these terms, social work can move anew toward the school in a spirit of partnership to establish a contract for service. That is, the social worker can approach the school administrator and other school personnel in ways which do not invite or exacerbate defensiveness about "crisis in the school" but in ways which lead to the development and achievement of a sense of common purpose which sets forth "this is what we think we can do in relation to these problems and this is what you can expect of us." Use of the concept of contract at varying times helps to clarify changing problems and goals and is essential if progress is to be evaluated, and movement towards goals marked.

When services are related to goals which have been defined in response to the most pressing problems of school children and their families, the purpose of the school in the community can be seen, not to serve as a therapeutic center, but as a life setting for children and youth where learning is possible and competence can be acquired. School social services then become preventive services as they help to make school a place where more children and youth can learn, an environment necessary for acquiring the skills for today's job market, for progression into higher education, and for developing an image of one's self as a person who is capable, who can learn and succeed. Effects such as these are truly preventive of future problems.

## Changes in Services

To meet new goals, changes in services must be considered in order to make them effective in relation to the pressing problems and conditions in school, family, neighborhood, and community. For example:

(1) Early and continued consultation with school administrators is indicated to examine the symptoms and determine the causes of problems in a school system, to channel back knowledge about neighborhood and other cultural influences in the lives of the school's pupils, to encourage administrators to develop cooperative working relationships with community agencies, and to consult in the formulation of administrative policy which directly affects the welfare of pupils.

(2) Consultation with teachers should continue as an important part of school social work but with a broader focus--one which will include interpretation of cultural forces in an effort to modify teachers' perceptions of children with limited backgrounds. One of the important changes needed in slum schools is an elevation of the teachers' expectations of pupils, as a means of combating pupils' low academic achievement which is largely attributable to the fact that their teachers consider them uneducable. It must be remembered that the teacher's role has changed, as has the social worker's, and the teacher who once taught content only, and then was enabled to become aware of the child as an individual, is now increasingly held responsible for helping to improve the milieu of the school's life setting. Many teachers need new kinds of help, e.g., in the use of peers to help a troubled child, or in other aspects of the art of managing relationships within a classroom. School social workers, then, must acquire competence to consult with teachers in these areas and to help them in their techniques for molding a climate in which children are freed and motivated to learn.

(3) Differing points for social work intervention in a pupil's difficulty must be considered and new strategies for change must be tried out. This in no sense means that casework service is not needed or that its continued utility in many kinds of cases should be minimized. Some children will continue to be helped best by use of the individual, one-to-one relationship with dependable reassurance and support provided. It is important that school social work continue to provide the best of the casework service which has been well developed and demonstrated in

the school setting. In addition, some severe problems will continue to need diagnosis and treatment, or referral for treatment. Such instances of referral to community agencies constitute a fertile field for improved school social work services. The school occupies a strategic position for carrying out careful diagnostic referrals effectively and for achieving a co-ordinated social service in a community.

(4) There must be a broader application of the group work method in the school setting. The group approach to school children with problems, or potential problems, is reported increasingly in the social work literature and in conference discussions. Its usefulness has long been acknowledged and its fuller application is overdue.

(5) With the increasing attention to the rights of parents in relation to the school which their children attend, and the recognition of the importance of parents' involvement in school affairs, it appears that school social workers should begin to consider ways of working with parents to help them constructively channel their concerns about the school system to the proper school authorities. In addition, school social workers should try to effect a stronger liaison with community agencies for service to school children and their families. However, simply increasing the efficiency in the use of existing community agencies will be insufficient to the problems in many instances. When it is, school social workers will have to find ways to assist with planned change in the organizational pattern of social welfare programs and resources, or to act as catalysts to those agents in the community whose function primarily is to change the pattern of the social structure of our society.

## An Analysis of the Tasks in School Social Work

### Staffing Patterns

To make available a fuller range of social services to school children and their families, new staffing patterns will be required. One model which appears particularly feasible for experimentation within a school system is the use of a social work team which would be assigned to one or more schools. The team should be made up of at least one professional social worker, one or more social workers with baccalaureate degrees, and one or more school social worker aides (persons with less than college education, selected for their talents of leadership, knowledge of the community, and ability to act as liaison between the school's neighborhoods and the school personnel).

It would be expected that each member of the social work team, through well-planned in-service training, would develop or further extend already developed, specialized skills, ones which were different from those of other team members, thus avoiding duplication of resources, and allowing maximum range of skills which could be brought to bear upon school social work problems. Even though each team member became recognized for particular abilities, it would be essential to avoid establishing a hierarchy of roles. While the professional social worker would be the team leader and would establish his own distinguishing set of skills, there would be no set channels for communication within the team, and the team leader would not provide one-to-one, on-going, case-by-case supervision to the other members of the team. Rather, the emphasis would be upon bringing about and maintaining a dynamic climate for work in which each member of the team could engage in consultation together, freely exchange ideas, and request help in his work as the need to do so became apparent. On-going in-service training would feed in new knowledge, identify areas for consultation together, and provide a stimulus for continuing growth and development of skills by each worker.

The team would approach the giving of service in their school(s), not on a case-by-case basis as referrals were received, but in response to an identified cluster of related school problems, or an area of school functioning which was producing concern for school personnel and stress for its pupils. The first step would be to examine the problems and define the goal which the school social work team wished to reach. With the goal established, exploration could be made within the team as to which of its members were best able to perform part of the service which would be required to move toward the established goals. The team leader would carry responsibility for assigning parts of the service activities to the team's different members, depending upon their particular abilities, and for co-ordinating the activities. As the service became ongoing, it would be especially important for the team to evaluate together what progress was being made toward the goals, how the problems might have changed, and at what point a new focus or area for service should be identified and established.

What might be some of the differences in roles of the members of the team? At least until considerable experience has taken place, and has been evaluated and reported, there would probably be very considerable variation among teams and among school systems. However, the professional social worker would, as team leader, have final responsibility for diagnosis of problems and problem areas, for co-ordinating the team activities, for bringing about an evaluation of each phase of social work service, terminating a phase of service when this was appropriate, and bringing attention to the need for new definitions of problems and goals as a means of involving the team in new problem situations. The team leader would also carry out a considerable amount of the consultation with school administrators and teachers. In the further exercise of his particular skills, he might give casework or group work service to selected pupils or work actively with some parents or with the community.

In using the baccalaureate degree worker as a member of the social work team, it would be important that he not be assigned, "under close supervision", only those traditional tasks of the professional school social worker. The level of competence which the baccalaureate degree worker brings to the job, and the skills which he can develop, require extensive experimentation and evaluation. In a dynamic team climate, freed of preconceived notions of his upper limits of ability, such a worker can contribute in important ways to a needed definition of his level of competence. Baccalaureate degree classroom teachers are expected to work and show competence in many difficult situations, e.g., with children of varying levels of learning ability or handicap, or with children who have severe behavior problems or impairments in their interpersonal relationships. They are even sometimes employed to serve as teachers of classes of emotionally disturbed children. Assignments such as these suggest that the public school can be a receptive environment for experimentation in differential use of social work staff at the baccalaureate level. These social workers may well be enabled to give supportive casework service to young children, to work with groups of school pupils around their educational concerns, to seek and give information to teachers, to visit parents to obtain diagnostic information or to clarify their expectations of their child or the school, and to perform numerous other social work tasks.

Social worker aides have already been used with great benefit in a number of programs (including some schools) and professional social workers appear to find it relatively easy to delegate tasks to them. For example, among the many important tasks which school social worker aides have or could perform are these: Informing parents of faculty-school programs and encouraging their attendance; discovering parent interests and getting attention to these in school programs; getting parents to come to the school for parent-teacher conferences; interpreting community service to parents and helping them to make the first contacts for service; reporting community and neighborhood conditions to other members of the social work staff; following up immediately on school absences; helping pupils to use neighborhood tutoring centers.

## Need for Reporting

As new experimental endeavors in the use of different levels of school social work staff are undertaken, it will be of great importance that these efforts be regarded by all school social workers with a critically evaluative attitude, one which is grounded in a deep commitment to the process of education and a conviction that positive gains in school social work service can be made through redefinitions of problems and goals and imaginative experimentation in the use of staff.

Various experiences must be shared--in conferences, institutes and in professional writing. To decline to try what another school social work staff finds promising on the basis that "every school is different and autonomous and so we cannot find common solutions" is to reinforce a tendency to fit unquestionally into the existing school system and to perpetuate the traditional pattern of school social work service.

## Responsibility of Social Work Education

Broadening the base of school social workers' ability to respond to today's pressing problems in the community and in the school cannot come about solely through in-service training and a readiness to experiment by some school social workers. Social work education must respond more fully and more quickly to the interests of students in working with the community and its social institutions; it must educate for new functions, and teach, not only all social work methods, but alternative approaches within these methods. School social workers cannot employ techniques they haven't learned; nor can they consult with teachers, school administrators and community leaders about problems for which they have no understanding.

Neither can we expect a program of in-service training to compensate fully for the fact that most baccalaureate degree social workers have not had a planned undergraduate education in the field of social welfare. Greater progress in this part of social work education must become apparent.

The conclusions and implications for practice and education which have been drawn from this study's findings are not intended to detract from the richness in the course of development of school social work, or the accomplishments of numerous school social workers who have worked with diligence and conviction to help children in their school life. Changing times and new problems always bring need for evaluation of well established patterns of work. School social workers want no less as they continue their efforts to find effective ways of helping troubled children and youth.

## APPENDIX A---RATING SCALE

## AN ANALYSIS OF TASKS IN THE PRACTICE OF SCHOOL SOCIAL WORK

### INSTRUCTIONS

The Rating Scale contains a list of tasks which a social worker may perform when he works in a school setting. We are asking you to make two judgments about each task:

I. How important is it?
II. How appropriate is it?

I. IMPORTANCE OF THE TASK: The question to be answered is: How important do you consider the task for the attainment of social work goals within a school system?

In making your judgment, do not consider the difficulty of the task, the kind of training necessary, or what particular person would carry out the task. Consider only how important you think it is that the task be done if social work in the schools is to achieve its goals.

In the column provided on the scale, circle the number which indicates your opinion. Use the following classification:

0--not important
1--slightly important
2--moderately important
3--very important

II. APPROPRIATENESS OF THE TASK: The question to be answered is: Can the task appropriately be assigned to a person with less than your level of education and professional preparation?

Assume that your department has access to a range of social workers with different levels of education. Then consider whether the task, regardless of its importance, can be assigned to a worker with less education than yours. If it should never be so assigned, then consider it as relatively "not appropriate." If the task, regardless of its importance, can be assigned to a person with less education than yours, then consider it as relatively "appropriate."

Keeping this definition of appropriateness in mind, circle the number in the column on the scale which indicates your opinion. Use the following classification:

0--not appropriate (should never be assigned to a person with less education than mine)
1--occasionally appropriate (occasionally can be assigned to a person with less education than mine)
2--frequently appropriate (frequently can be assigned to a person with less education than mine)
3--always appropriate (always can be assigned to a person with less education than mine)

PLEASE REMEMBER: Make your ratings on the "appropriateness" of a task without regard to how you have rated the "importance" of that task.

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| I. RELATIONSHIP AND SERVICE TO TEACHER | | |
| A. Clarification of Service | | |
| 1. Describes the nature, objectives, and procedures of school social work service. | 0 1 2 3 | 0 1 2 3 |
| 2. Encourages suggestions and criticisms from the teacher. | 0 1 2 3 | 0 1 2 3 |
| B. Communication of Diagnosis to the Teacher | | |
| 3. Interprets the child's problem. | 0 1 2 3 | 0 1 2 3 |
| 4. Discusses whether the problem is suitable for service. | 0 1 2 3 | 0 1 2 3 |
| 5. Distinguishes between normal and problem behavior in a child. | 0 1 2 3 | 0 1 2 3 |
| 6. Assesses the improvement which can be expected in the child and/or family. | 0 1 2 3 | 0 1 2 3 |
| C. Improving Teacher-Pupil Relations | | |
| 7. Explains the ways in which a child's emotional or social problems may affect his academic performance. | 0 1 2 3 | 0 1 2 3 |
| 8. Provides relevant information (e.g., social history, impression from parents, agencies). | 0 1 2 3 | 0 1 2 3 |

**TASKS OF SCHOOL SOCIAL WORKER**

**(I. RELATIONSHIP AND SERVICE TO TEACHER continued)**

| | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | | | | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) | | | |
|---|---|---|---|---|---|---|---|---|
| 9. Helps teacher plan how she will interpret to the child the referral for service and the role of the social worker. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 10. Discusses the nature of the teacher's interactions with the child (e.g., how she may be contributing to the child's problem, or which child behaviors she doesn't seem to be able to cope with). | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 11. Helps the teacher recognize possible differences in the values of the child and teacher. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 12. Evaluates periodically with the teacher the problem as originally referred, the progress, and the implications for the teacher's work with the child. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 13. Suggests ways to utilize peer relationships within the classroom or on the school grounds. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 14. Helps teacher discover the child's resources for achieving success. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (I. RELATIONSHIP AND SERVICE TO TEACHER continued) | | |
| D. Improving Parent-Teacher Relationships | | |
| 15. Helps beginning teacher to anticipate the kinds of problems which she may encounter with parents in her school. | 0 1 2 3 | 0 1 2 3 |
| 16. Offers suggestions concerning how to deal with parents (e.g., what to discuss, how to encourage acceptance of service or how to suggest changes in the parents' methods of handling their child). | 0 1 2 3 | 0 1 2 3 |
| 17. Acts as a liaison between teacher and parent (e.g., holds joint conferences, clears up misunderstandings, and interprets parental viewpoints to teacher). | 0 1 2 3 | 0 1 2 3 |
| 18. Acquaints teacher with and encourages her to use community services, especially those available for her direct use with the child and his family. | 0 1 2 3 | 0 1 2 3 |
| E. Personal Service | | |
| 19. Gives teacher encouragement, sympathy, and understanding with respect to difficult classroom situations (e.g., problem behaviors, a removal of child from her class, or the day-by-day stresses of teaching). | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| I. RELATIONSHIP AND SERVICE TO TEACHER continued) | | |
| 20. Helps the teacher understand her own personal problems. | 0 1 2 3 | 0 1 2 3 |
| 21. Refers the teacher to a community agency for help with personal problems where the teacher's own difficulties prevent her from being effective in her work. | 0 1 2 3 | 0 1 2 3 |
| 22. Refers the teacher to a community agency for help with her own personal problems, even though they are not interfering with her work. | 0 1 2 3 | 0 1 2 3 |
| II. RELATIONSHIP AND SERVICE TO CHILD | | |
| A. Defining the Problem and Structuring the Service | | |
| 23. Reviews the child's cumulative record and takes notes on pertinent information. | 0 1 2 3 | 0 1 2 3 |
| 24. Observes the child in the classroom, noting interactions with peers and teacher, and how he goes about studying and learning. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| 25. Observes the child at home, noting his physical characteristics, interaction with parents and siblings, and his general living conditions. | 0 1 2 3 | 0 1 2 3 |
| 26. Interviews child to determine his feelings and reactions concerning his home, his school, and his problems. | 0 1 2 3 | 0 1 2 3 |
| 27. Obtains from various school personnel a description of the child's problems and his behavior at school, both in and out of the classroom. | 0 1 2 3 | 0 1 2 3 |
| 28. Obtains from parents information on the child's behavior at home, and his previous development and experiences. | 0 1 2 3 | 0 1 2 3 |
| 29. Obtains from parents information about the family's functioning (e.g., financial and employment situation; satisfaction or discord in family relationships). | 0 1 2 3 | 0 1 2 3 |
| 30. Assesses the child's functioning in relation to his neighborhood patterns and other cultural influences. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| 31. Assesses the child's functioning in relation to the general characteristics of the school in which he is a pupil. | 0 1 2 3 | 0 1 2 3 |
| 32. Obtains information about the child's medical problems from the family physician. | 0 1 2 3 | 0 1 2 3 |
| 33. Obtains information from other agencies who have had experience with the child and/or his family. | 0 1 2 3 | 0 1 2 3 |
| 34. Obtains psychiatric, psychological, or social casework consultations where problems in diagnosis occur. | 0 1 2 3 | 0 1 2 3 |
| 35. Formulates a statement which describes the child's problem and its etiology. | 0 1 2 3 | 0 1 2 3 |
| 36. Selects and periodically revises the plan for service and its goals. | 0 1 2 3 | 0 1 2 3 |
| 37. Explains to the child why he has been referred for social work service. | 0 1 2 3 | 0 1 2 3 |
| 38. Explains to the child how they will work together (e.g., time and place of appointments; the worker's contact with his teacher and parents). | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| 39. Clarifies the school's social and academic expectations and regulations with the child. | 0 1 2 3 | 0 1 2 3 |
| B. Goals of Casework or Group Work with the Child | | |
| 40. Helps the child gain insight into his emotional problems. | 0 1 2 3 | 0 1 2 3 |
| 41. Helps the child change his overt behavior in life situations. | 0 1 2 3 | 0 1 2 3 |
| 42. Helps the child develop new attitudes or modify old ones. | 0 1 2 3 | 0 1 2 3 |
| 43. Helps the child develop his educational goals or values. | 0 1 2 3 | 0 1 2 3 |
| 44. Helps the child develop his personal goals or values. | 0 1 2 3 | 0 1 2 3 |
| 45. Helps the child understand his abilities and interests. | 0 1 2 3 | 0 1 2 3 |
| 46. Helps the child to understand his relationship to important adults in his life. | 0 1 2 3 | 0 1 2 3 |
| 47. Helps the child to control or express his feelings appropriately. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| C. Basic Methods of Giving Social Work Service Directly to Child | | |
| 48. Works with an individual child in a casework relationship. | 0 1 2 3 | 0 1 2 3 |
| 49. Works with groups of children using the group process. | 0 1 2 3 | 0 1 2 3 |
| D. Techniques During Interviews or Group Sessions | | |
| 50. Interprets to the child reasons for his behavior and his relationship to others. | 0 1 2 3 | 0 1 2 3 |
| 51. Offers emotional support (e.g., through reassurance, trust, friendship). | 0 1 2 3 | 0 1 2 3 |
| 52. Offers advice, suggestions, and direction. | 0 1 2 3 | 0 1 2 3 |
| 53. Offers factual information. | 0 1 2 3 | 0 1 2 3 |
| 54. Reflects back to the child his expressed attitudes and feelings. | 0 1 2 3 | 0 1 2 3 |
| 55. Interprets to the child the nature of the school's authority over him. | 0 1 2 3 | 0 1 2 3 |
| 56. Interprets to the child the nature of his parents' authority over him. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| E. Work with the Child's Parents | | |
| 57. Clarifies with the parents the nature of the child's problems. | 0 1 2 3 | 0 1 2 3 |
| 58. Explains to the parents what is involved in social work service (e.g., relationships between the child and worker; the worker and teacher; home visits; casework opportunities for the parents). | 0 1 2 3 | 0 1 2 3 |
| 59. Clarifies with the parents the school's social and academic expectations and regulations. | 0 1 2 3 | 0 1 2 3 |
| 60. Helps parents to develop realistic perceptions of their child's academic potential and performance, his limitations, and his future. | 0 1 2 3 | 0 1 2 3 |
| 61. Helps parents to see how they contribute to their child's problems (e.g., through their own marital problems, poor home conditions, or by their particular methods of child care). | 0 1 2 3 | 0 1 2 3 |
| 62. Helps parents to see how they contribute to their child's growth (i.e., recognize their own particular strengths as parents). | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| 63. Makes suggestions as to how the parents can improve their relations with his teacher and with his school. | 0 1 2 3 | 0 1 2 3 |
| 64. Interprets to parents who are ignoring school regulations the nature of the school's authority and its expectations. | 0 1 2 3 | 0 1 2 3 |
| 65. Supplies parents with information they may need to improve relationships within the family (e.g., special needs of slow, gifted, or handicapped children; sexual problems; child-rearing practices). | 0 1 2 3 | 0 1 2 3 |
| 66. Makes regular visits to parents to maintain a liaison between home and school in order to reinforce parents' interest and concern for their child's school life. | 0 1 2 3 | 0 1 2 3 |
| 67. Plans or conducts educational meetings with groups of parents to increase their knowledge about their children's development, their role as parents, etc. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE | TASK APPROPRIATENESS (Can Be Assigned) |
|---|---|---|
| | 0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | 0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
| (II. RELATIONSHIP AND SERVICE TO CHILD continued) | | |
| 68. Works with groups of parents to organize and channel their concerns about the problems of their school system (e.g., over-crowded classrooms, the curriculum, school population). | 0 1 2 3 | 0 1 2 3 |
| III. SERVICE TO OTHER SCHOOL PERSONNEL | | |
| A. Collaboration with Special Service Personnel | | |
| 69. Describes to other special service personnel the range of services the social worker is able to provide. | 0 1 2 3 | 0 1 2 3 |
| 70. Consults with other special service personnel to develop and coordinate an overall treatment approach for the child. | 0 1 2 3 | 0 1 2 3 |
| 71. Participates on school committees to improve effectiveness of all the special services. | 0 1 2 3 | 0 1 2 3 |
| B. Direct Service to School Administration | | |
| 72. Describes to principal the range of services the social worker is able to provide. | 0 1 2 3 | 0 1 2 3 |
| 73. Involves the principal in plans concerning a case and suggests ways he may help deal with the problem. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER<br>(III. SERVICE TO OTHER SCHOOL PERSONNEL continued) | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | | | | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) | | | |
|---|---|---|---|---|---|---|---|---|
| 74. Checks on attendance by making home visits in cases of prolonged or unexplained absences. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 75. Helps with administrative tasks such as collection of unpaid book rentals, investigating need for lunchroom fee waivers or following-up on children who have not obtained required physical examinations. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 76. Channels back to school administrators knowledge about neighborhoods and other cultural influences in the lives of the school's pupils. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 77. Encourages administrators to develop cooperative working relationships with community agencies. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 78. Works with school administrators, individually or in groups, to examine the symptoms and determine causes of problems in the school system. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |
| 79. Consults with school administrators in the formation of administrative policy which directly affects the welfare of pupils. | 0 | 1 | 2 | 3 | 0 | 1 | 2 | 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| IV. ADMINISTRATIVE AND PROFESSIONAL TASKS | | |
| A. Administrative | | |
| 80. Maintains required records of social work service, keeps schedule of activities up to date, and writes reports of services. | 0 1 2 3 | 0 1 2 3 |
| 81. Periodically screens the children in the building for referrals, through informal contacts with teachers, principal, or other special service personnel. | 0 1 2 3 | 0 1 2 3 |
| 82. Clears referrals with teacher and principal when the referral has originated elsewhere. | 0 1 2 3 | 0 1 2 3 |
| 83. Channels information such as referrals, suggestions, and releases to appropriate personnel. | 0 1 2 3 | 0 1 2 3 |
| 84. Sets up appointments with child, parents, or other appropriate persons. | 0 1 2 3 | 0 1 2 3 |
| 85. Keeps principal informed of all referrals, number of cases being carried, and progress of selected cases. | 0 1 2 3 | 0 1 2 3 |
| 86. Participates in staffings, even when child is not known to the social worker, in order to remain familiar with as many children in the building as possible. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (IV. ADMINISTRATIVE AND PROFESSIONAL TASKS continued) | | |
| 87. Does informal, long-range follow-ups on completed cases by talking to teacher, friends, parents, or child. | 0 1 2 3 | 0 1 2 3 |
| B. Professional | | |
| 88. Belongs to and assumes responsibility in professional social work and educational organizations. | 0 1 2 3 | 0 1 2 3 |
| 89. Works actively to obtain increased salaries and improved working conditions for teachers and other school personnel. | 0 1 2 3 | 0 1 2 3 |
| 90. Participates in research projects. | 0 1 2 3 | 0 1 2 3 |
| 91. Publishes new findings and perspectives on social work services in the school setting. | 0 1 2 3 | 0 1 2 3 |
| 92. Assists in the recruiting of social work personnel. | 0 1 2 3 | 0 1 2 3 |
| 93. Assists in the education of social work personnel (e.g., field instruction of graduate social work students). | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (IV. ADMINISTRATIVE AND PROFESSIONAL TASKS continued) | | |
| 94. Assists in the in-service training of teachers or administrators (e.g., in areas such as techniques of behavior control, or interviewing). | 0 1 2 3 | 0 1 2 3 |
| V. COMMUNITY SERVICES | | |
| A. Assists Families to Utilize Existing Resources | | |
| 95. Supplies information to parents about welfare agencies or public health facilities (e.g., location; application procedures, etc.). | 0 1 2 3 | 0 1 2 3 |
| 96. Refers parents by telephone or written report, to appropriate community agencies for serious problems (e.g., need for financial assistance, marital counseling, treatment for mental illness, illegitimacy). | 0 1 2 3 | 0 1 2 3 |
| 97. Acts as a liaison between a family and a social agency to insure that, following referral, service gets underway (e.g., by interpreting the life style of a family to the agency worker and in turn, the agency requirements and expectations to the family). | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (V. COMMUNITY SERVICES continued) | | |
| 98. Actively encourages child or family to make maximum use of community resources to which they have been referred, and gives continuing positive support to them in their attempts. | 0 1 2 3 | 0 1 2 3 |
| 99. Acts as a liaison between the school and other agencies (e.g., by accompanying or transporting a child or parent to an agency). | 0 1 2 3 | 0 1 2 3 |
| 100. Encourages children and families to ask for and make maximum use of community "supplementary" or "enabling" services (e.g., day care, homemaker, summer camps, Y's, parent education groups, various home helps). | 0 1 2 3 | 0 1 2 3 |
| B. Assists in Planned Change in the Organizational Pattern of Social Welfare Programs and Resources | | |
| 101. Helps to bring about new outside-of-school programs through work with other individuals and community groups (e.g., recreation, day care, health clinics, etc.). | 0 1 2 3 | 0 1 2 3 |
| 102. Accepts responsibilities within a community council or other planning and coordinating group. | 0 1 2 3 | 0 1 2 3 |

| TASKS OF SCHOOL SOCIAL WORKER | TASK IMPORTANCE<br>0--not important<br>1--slightly important<br>2--moderately important<br>3--very important<br>(Circle 0,1,2,or 3) | TASK APPROPRIATENESS (Can Be Assigned)<br>0--not appropriate<br>1--occasionally appropriate<br>2--frequently appropriate<br>3--always appropriate<br>(Circle 0,1,2,or 3) |
|---|---|---|
| (V. COMMUNITY SERVICES continued) | | |
| C. Assists in Planned Change in the Pattern of the Social Structure of Our Society | | |
| 103. Attends and contributes to meetings of social action groups, aside from professional social work or education organizations (e.g., housing reform groups, civil rights organizations, or neighborhood improvement associations). | 0 1 2 3 | 0 1 2 3 |
| D. Represents School to the Community | | |
| 104. Interprets the nature of school social work services to other community agencies or interested groups through speeches, panel discussions, etc. | 0 1 2 3 | 0 1 2 3 |
| 105. Represents school in community actions involving school children such as juvenile court hearings. | 0 1 2 3 | 0 1 2 3 |
| 106. Helps an expellee or school dropout to find an acceptable and constructive role in the community. | 0 1 2 3 | 0 1 2 3 |
| 107. Helps interpret to the community the school administrative policies which have to do with pupil welfare. | 0 1 2 3 | 0 1 2 3 |

VII. IF YOU WISH TO COMMENT FURTHER ABOUT THE IMPORTANCE OR APPROPRIATENESS OF SCHOOL SOCIAL WORK TASKS, PLEASE DO SO BELOW:

108-110. Check the 3 kinds of problems which are most typical of the children you work with:

1. _____ aggression
2. _____ withdrawn behavior
3. _____ hyperactivity
4. _____ discipline
5. _____ attendance
6. _____ underachievement
7. _____ test-anxiety
8. _____ mental retardation
9. _____ physical handicaps
10. _____ sex problems
11. _____ peer relationships
12. _____ school phobia
13. ______________________________
(Other--specify)

111-113. Check the 3 kinds of homes which are most typical of the children you work with:

1. _____ homes with considerable marital discord
2. _____ fatherless homes
3. _____ homes lacking in adequate parental concern for the child
4. _____ homes lacking in educational encouragement
5. _____ homes that pressure children to achieve
6. _____ homes with poor child-rearing practices
7. _____ homes with serious economic deprivation
8. _____ institutions or group homes which provide substitute care for children
9. _____ homes of foreign parentage, language, or culture
10. ______________________________
(Other--specify)

114. Check the size of the school system in which you work:

1. _____ 100,000 pupils and over
2. _____ 25,000 to 100,000 pupils
3. _____ 3,000 to 25,000 pupils
4. _____ 300 to 3,000 pupils

115. Does your school system employ persons to carry out social work tasks whose training is other than graduate social work education?

1. _____ no
2. _____ yes (If yes, specify) ______________________________

116. Highest degree held by you: ______________________________

Now that you have finished, please glance back through the questionnaire to make sure that you have checked twice for each task and that you have finished this last page. A carefully completed questionnaire will make your opinions more meaningful.

Please return the questionnaire in the enclosed envelope to: The Jane Addams Graduate School of Social Work, University of Illinois, 1207 W. Oregon, Urbana, Illinois, 61801.

THANK YOU FOR YOUR HELP AND INTEREST

## APPENDIX B -- FACTORS FROM PRINCIPAL AXES ANALYSES

Data shown below were derived from responses to this question on the rating scale, "How important do you consider the task for the attainment of social work goals within a school system?" Ratings were as follows: 0 -- not important; 1 -- slightly important; 2 -- moderately important; 3 -- very important.

### Factor 1 -- Leadership and Policy Making
(Percent of Variance = 17.8)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| | **Professional** | | | |
| 94. | Assists in in-service training of teachers or administrators. | .71 | 2.36 | .806 |
| 90. | Participates in research projects. | .67 | 2.21 | .754 |
| 91. | Publishes new findings and perspectives on social work services in the school setting. | .66 | 2.28 | .810 |
| 92. | Assists in the recruiting of social work personnel. | .64 | 2.32 | .814 |
| 93. | Assists in the education of social work personnel (e.g., field instruction of graduate social work students). | .58 | 2.51 | .793 |
| 89. | Works actively to obtain increased salaries and improved working conditions for teachers and other school personnel. | .57 | 1.73 | .989 |
| | **Service to Administrators** | | | |
| 79. | Consults with school administrators in the formation of administrative policy which directly affects the welfare of pupils. | .54 | 2.44 | .785 |
| 78. | Works with school administrators, individually or in groups, to examine the symptoms and determine causes of problems in the school system. | .53 | 2.21 | .945 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 77. | Encourages administrators to develop cooperative working relationships with community agencies. | .46 | 2.36 | .848 |
| | **Community Services** | | | |
| 101. | Helps to bring about new outside-of-school programs through work with other individuals and community groups. | .67 | 2.27 | .776 |
| 102. | Accepts responsibilities within a community council or other planning and coordinating group. | .64 | 2.35 | .723 |
| 103. | Attends and contributes to meetings of social action groups, aside from professional social work or education organizations. | .43 | 2.09 | .910 |
| 104. | Interprets the nature of school social work services to other community agencies or interested groups through speeches, panel discussions, etc. | .46 | 2.64 | .631 |
| 107. | Helps interpret to the community the school administrative policies which have to do with pupil welfare. | .45 | 2.24 | .814 |
| | **Work With Parents** | | | |
| 67. | Plans or conducts educational meetings with groups of parents to increase their knowledge about their children's development, their role as parents, etc. | .50 | 2.18 | .826 |
| 68. | Works with groups of parents to organize and channel their concerns about the problems of their school system. | .45 | 1.49 | 1.144 |
| | **Administrative** | | | |
| 86. | Participates in staffing, even when child is not known to the social worker, in order to remain familiar with as many children in the building as possible. | .45 | 1.99 | .946 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 87. | Does informal, long range follow-ups on completed cases by talking to teacher, friends, parents, or child. | .49 | 1.95 | .908 |

### Factor 2 -- Casework Service to the Child and His Parents
(Percent of Variance = 16.4)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| | **Diagnosis and Planning** | | | |
| 34. | Obtains psychiatric, psychological, or social casework consultations where problems in diagnosis occur. | .70 | 2.92 | .352 |
| 28. | Obtains from parents information on the child's behavior at home, and his previous development and experiences. | .66 | 2.95 | .245 |
| 70. | Consults with other special service personnel to develop and coordinate an overall treatment approach for the child. | .64 | 2.92 | .332 |
| 36. | Selects and periodically revises the plan for service and its goals. | .57 | 2.89 | .373 |
| 27. | Obtains from various school personnel a description of the child's problems and his behavior at school, both in and out of the classroom. | .56 | 2.86 | .380 |
| 73. | Involves the principal in plans concerning a case and suggests ways he may help deal with the problem. | .46 | 2.88 | .381 |
| | **Goals** | | | |
| 47. | Helps the child to control or express his feelings appropriately. | .63 | 2.96 | .220 |
| 42. | Helps the child develop new attitudes or modify old ones. | .59 | 2.90 | .327 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 46. | Helps the child to understand his relationship to important adults in his life. | .42 | 2.79 | .519 |
| | **Work With Parents** | | | |
| 57. | Clarifies with the parents the nature of the child's problems. | .69 | 2.95 | .229 |
| 62. | Helps parents to see how they contribute to their child's growth (i.e., recognize their own particular strengths as parents). | .62 | 2.92 | .314 |
| 61. | Helps parents to see how they contribute to their child's problems (e.g., through their own marital problems, poor home conditions, or by their particular methods of child care). | .51 | 2.86 | .425 |
| 60. | Helps parents to develop realistic perceptions of their child's academic potential and performance, his limitations, and his future. | .42 | 2.78 | .529 |

### Factor 3 -- Educational Counseling With the Child and His Parents (Percent of Variance = 14.5)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| | **Goals and Techniques** | | | |
| 55. | Interprets to the child the nature of the school's authority over him. | .76 | 2.28 | .855 |
| 56. | Interprets to the child the nature of his parents' authority over him. | .70 | 2.28 | .861 |
| 39. | Clarifies the school's social and academic expectations and regulations with the child. | .64 | 2.34 | .864 |
| 53. | Offers factual information. | .59 | 2.21 | .855 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 43. | Helps the child develop his educational goals or values. | .56 | 2.52 | .708 |
| 52. | Offers advice, suggestions, and direction. | .48 | 2.15 | .839 |
| 45. | Helps the child understand his abilities and interests. | .41 | 2.66 | .585 |
| 50. | Interprets to the child reasons for his behavior and his relationship to others. | .40 | 2.28 | .846 |

Work With Parents

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 64. | Interprets to parents who are ignoring school regulations the nature of the school's authority and its expectations. | .70 | 2.34 | .869 |
| 59. | Clarifies with the parents the school's social and academic expectations and regulations. | .67 | 2.41 | .803 |
| 63. | Makes suggestions as to how the parents can improve their relations with his teacher and with his school. | .51 | 2.36 | .807 |
| 74. | Checks on attendance by making home visits in cases of prolonged or unexplained absences. | .44 | 1.92 | 1.116 |

### Factor 4 -- Personal Service to Teacher
(Percent of Variance = 9.7)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 21. | Refers the teacher to a community agency for help with personal problems where the teacher's own difficulties prevent her from being effective in her work. | .71 | 1.74 | 1.158 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 20. | Helps the teacher understand her own personal problems. | .65 | 1.25 | 1.130 |
| 22. | Refers the teacher to a community agency for help with her own personal problems, even though they are not interferring with her work. | .65 | .96 | 1.054 |
| 18. | Acquaints teacher with and encourages her to use community services, especially those available for her direct use with the child and his family. | .49 | 1.80 | 1.024 |
| 10. | Discusses with the teacher the nature of her interactions with the child. | .45 | 2.63 | .715 |
| 9. | Helps teacher plan how she will interpret to the child the referral for service and the role of the social worker. | .42 | 2.41 | .808 |

### Factor 5 -- Case Load Management
(Percent of Variance = 9.3)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 84. | Sets up appointments with child, parents, or other appropriate persons. | .64 | 2.67 | .643 |
| 83. | Channels information such as referrals, suggestions, and releases to appropriate personnel. | .57 | 2.66 | .647 |
| 23. | Reviews the child's cumulative record and takes notes on pertinent information. | .56 | 2.76 | .534 |
| 95. | Supplies information to parents about welfare agencies or public health facilities (e.g., location; application procedures; etc.). | .47 | 2.69 | .530 |
| 14. | Helps teacher discover the child's resources for achieving success. | .42 | 2.77 | .517 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 80. | Maintains required records of social work service, keeps schedule of activities up to date, and writes reports of services. | .41 | 2.70 | .604 |
| 7. | Explains the ways in which a child's emotional or social problems may effect his academic performance. | .40 | 2.90 | .368 |

Factor 6 -- Interprets School Social Work Service
(Percent of Variance = 8.7)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 69. | Describes to other special service personnel the range of services the social worker is able to provide. | .58 | 2.74 | .572 |
| 72. | Describes to principal the range of services the social worker is able to provide. | .58 | 2.88 | .446 |
| 1. | Describes to the teacher the nature, objectives, and procedures of school social work service. | .50 | 2.82 | .451 |
| 37. | Explains to the child why he has been referred for social work service. | .50 | 2.84 | .439 |
| 66. | Makes regular visits to parents to maintain a liaison between home and school in order to reinforce parents' interest and concern for their child's school life. | .47 | 2.27 | .909 |
| 71. | Participates on school committees to improve effectiveness of all the special services. | .45 | 2.50 | .726 |
| 82. | Clears referrals with teacher and principal when the referral has originated elsewhere. | .42 | 2.82 | .499 |

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 38. | Explains to the child how they will work together (e.g., time and place of appointments; the worker's contact with his teacher and parents). | .40 | 2.88 | .351 |

Factor 7 -- Liaison Between the Family and Community Agencies
(Percent of Variance = 8.5)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 29. | Obtains from parents information about the family's functioning. | .66 | 2.80 | .431 |
| 98. | Actively encourages child or family to make maximum use of community resources to which they have been referred, and gives continuing positive support to them in their attempts. | .53 | 2.82 | .419 |
| 30. | Assesses the child's functioning in relation to his neighborhood patterns and other cultural influences. | .53 | 2.69 | .506 |
| 97. | Acts as a liaison between a family and a social agency to insure that, following referral, service gets underway. | .50 | 2.79 | .491 |
| 33. | Obtains information from other agencies who have had experience with the child and/or his family. | .45 | 2.69 | .522 |
| 32. | Obtains information about the child's medical problems from the family physician. | .43 | 2.36 | .806 |
| 100. | Encourages children and families to ask for and make maximum use of community "supplementary" or "enabling" services. | .40 | 2.62 | .610 |

### Factor 8 -- Interpreting the Child to the Teacher
(Percent of Variance = 7.8)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 6. | Assesses the improvement which can be expected in the child and/or family. | .56 | 2.71 | .548 |
| 4. | Discusses whether the problem is suitable for service. | .47 | 2.74 | .493 |
| 16. | Offers suggestions concerning how to deal with parents. | .47 | 2.39 | .763 |
| 5. | Distinguishes between normal and problem behavior in a child. | .40 | 2.70 | .566 |
| 11. | Helps the teacher recognize possible differences in the values of the child and teacher. | .40 | 2.63 | .585 |

### Factor 9 -- Clinical Treatment of Children With Emotional Problems
(Percent of Variance = 7.3)

| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| | Goals | | | |
| 40. | Helps the child gain insight into his emotional problems. | .55 | 2.64 | .657 |
| 44. | Helps the child develop his personal goals or values. | .55 | 2.74 | .510 |
| 41. | Helps the child change his overt behavior in life situations. | .47 | 2.85 | .426 |
| | Methods and Techniques | | | |
| 48. | Works with an individual child in a casework relationship. | .77 | 2.82 | .473 |

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| Item No. | | Loading | Item Mean | S.D. |
|---|---|---|---|---|
| 49. | Works with groups of children using the group process. | .47 | 2.34 | .839 |
| 26. | Interviews child to determine his feelings and reactions concerning his home, his school, and his problems. | .47 | 2.91 | .317 |

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